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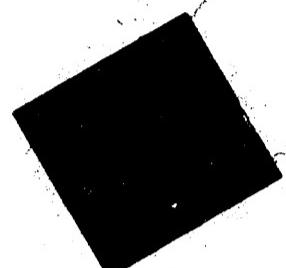
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EASTERN



1947



P A L E S T I N E

File No. 48

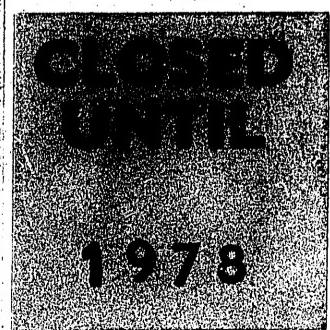
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Reference:

F.O. 371/61804



61804

109

E

2

1947

PALESTINE

E 2668

27 MAR

Registry Number E2668/48/31  
 FROM Political Rep.  
 No. Bucharest  
 Dated 44/3/47  
 Received in Registry 20 Mar 1947  
 27 - -

Alleged Emigration  
 Rept. F.O. tel 229 (E2248/48/8) transmits copy  
 of note to Myt. of Foreign Affairs, No 3 (74/747)  
 regarding alteration of Romanian Govt. to  
 very great importance attached by H.M.G.  
 to preventing persistent and increasing  
 illegal Jewish immigration into Palestine.

Last Paper.

2667

References.

(Print.)

61804

(Minutes.)

Copy (6) )  
 M/5. ) usual names

Southern Dept.  
 W.D.H.  
 31/3.

15, Mar 27

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Reference: FO 371/61804

(Action completed.)

GEM/4

(Index.)

4/4/48

Next Paper.

E 2672

40

(74/7/47) Acting Political

HIS Majesty's Representative at Bucharest presents his compliments to His Majesty's Principal Secretary of State for Foreign Affairs and has the honour to transmit to him the under-mentioned documents.

documents.  
Office of the

British Political Representative,  
Bucharest.

20th March..., 1947...

*Reference to previous correspondence:*

Foreign Office telegram No. 229 — *H. Grace*

*Description of Enclosure.*

Name and Date.

### **Subject.**

Copy of Note to Minister  
for Foreign Affairs.

## Illegal Jewish immigration.

2248/48/5

E 2668

27 MAR

2470A 28518-1 (8)

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#### **Reference:**

三

371-61894

No. 3  
(74/7/47)

Office of the British  
Political Representative,  
BUCHAREST.

20th March, 1947.

**Excellency,**

On instructions from His Majesty's Principal Secretary of State for Foreign Affairs, I have the honour to draw the attention of the Roumanian Government to the very great importance now attached by His Majesty's Government in the United Kingdom to preventing the persistent and increasing illegal Jewish immigration into Palestine.

2. On various occasions in the past His Majesty's Government have requested the assistance of the Roumanian Government in preventing the departure of unseaworthy vessels suspected of being destined to transport illegal immigrants to Palestine. These requests are now renewed with the utmost urgency in view of the belief of His Majesty's Government that an attempt is to be made to stimulate illegal immigration into Palestine in the immediate future.

3. In making this request, it must be emphasized that the illegal Jewish immigration now taking place is not a spontaneous exodus of refugees, but a carefully organised Zionist campaign. His Majesty's Government therefore take the gravest view of this deliberate attempt to interfere with the proper administration of Palestine, and to prejudice the fair solution of the Palestine problem by forestalling the eventual recommendations of the United Nations Organisation. His Majesty's Government cannot but regard any assistance to this campaign as unfriendly conduct which cannot fail to be prejudicial to good relations.

4. There has been no evidence in recent months that any illegal immigrants have sailed from Roumanian ports. There are, however, persistent, though unconfirmed, reports that Jews are leaving Roumania with the intention of eventually entering Palestine illegally. It has, moreover, been established that a large proportion of the illegal immigrants now seeking entry into Palestine have come from or passed through Roumania. I would therefore urge Your Excellency in accordance with the friendly cooperation which you have

His Excellency  
Monsieur Gh. Tătărescu,  
Minister of Foreign Affairs.

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8

always shown in this matter, to impress upon the Roumanian authorities concerned the gravity now assumed by the problem of illegal Jewish immigration and the urgency of taking all measures possible to prevent the illegal and clandestine departure of such persons from Roumania.

I avail myself of this opportunity to renew to Your Excellency the assurance of my highest consideration.

(Sgd.) R. F. G. SARELL

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Reference: EO 37161804

		Palestine	E2672 /G
1947 12	EASTERN	12 MAR 1947	
E 26721 48 /G	<p><u>Illegal immigration</u></p> <p>Refs to C in e Mediterranean's      equal <del>so</del> (attached)      states that Adly is      anxious to prevent "Guardian"      from sailing.</p>		
Last Paper. E2644	<p>(Minutes.)</p> <p>The "Guardian" has left      Marseilles. I have told the      Adly. that we will bear her      in mind in our representations      to the French</p> <p>65 Apr. 9</p>		
References. E2464/84/31 E2648/18/9 - in dept			
(Print.)			
(How disposed of.)			
(Action completed.) 27 9/4	(Index.) W.H.		
Next Paper. E2720			

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Reference: FO 371/61804

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WHI.9000  
Ext.808

27 MAR 1947

M.059719/47  
TOP SECRET.

E

copy no. 1.

order form

ADMIRALTY, S.W.1.

25th March, 1947.

EQBY2

My dear Beith,

attached

27 MAR 1947

Would you please refer to Commander-in-Chief Mediterranean's signal 081823/March, a copy of which I had sent to you.

2. Although it has now become clear that No.176 at Marseilles is not the redoubtable ship of 6,000 tons, but is the S.S. GUARDIAN of a much smaller tonnage, we are very anxious to prevent her from sailing because her high freeboard would make boarding very difficult and her capacity is much larger than that of most ships.
3. I see from Genoa telegram No. 36 to Rome that this ship is leaving Marseilles for Corsica if she has not already gone.
4. In view of the peculiar difficulty of this vessel I wonder if you would be prepared either to follow up your telegram to Paris No. 435 of the 17th March with a pendant about the GUARDIAN or else to make some reference to her in the instructions which you will be sending to Mr. Duff Cooper as a result of your meeting on the 18th March.

Yours sincerely,

G.J.S. Beith

J.G.S. Beith, Esq.,  
Foreign Office,  
S.W.1.

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FO 371/61804

**SECRET**

**IN**

**8**

**WARNING:** This is an unparaphrased version of a secret cypher or confidential code message, and the text must first be paraphrased\* if it is essential to communicate it to persons outside British or Allied Government Services.

(\*Note: Messages shown as having been sent in a One-Time Pad:  
"O.T.P." are excepted from this rule.)

A  
081823/March.

From. C. in C. Med. Afloat.

Date. 9. 3. 47.

Recd. 0330.

I.S. GEN X.

Addressed. Admiralty.  
Info. D. of S.T. S.B.N.O. M.E. Compal  
P.S.T.O. Med. C. in C. Med. Malta.

IMPORTANT.

All intelligence points to a considerable increase of traffic in illegal immigrants to Palestine during the next few months. As one example, number 176 repeat 176 on the suspect list now fitting out at Marseilles is a ship of 6000 repeat 6000 tons with capacity likely far in excess of anything yet encountered. There is also the question of the disposal of illegal immigrants when the camps in Cyprus are filled to capacity, which must now be taken into consideration. To take Jews anywhere else than Cyprus e.g., Benghazi or East Africa must greatly increase the shipping lift it is necessary to have ready.

2. The opinion of the Authorities on the spot, with whom I entirely agree, is that the present situation requires at least two ships of the EMPIRE RIVAL type as well as the four converted corvettes.

081823A.

1st Lord.  
1st S.L. (3)  
V.C.N.S.  
Secretary.  
Civil Lord.  
Parl. Secretary.  
Naval Secretary.  
U.S.S.  
O.D. (8)  
D.C. (2)  
D.N.I. (5)  
D. of P. {2}  
D. of P. (Q) (2)  
M. (6)  
C.N.I.  
R.C.  
D. of S.T. (10)

*Foreign Office*

A.3/E.C.

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Reference:

FO 371 / 61804

111

1947

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E 2715

28 MAR

PALESTINE

Registry Number } E2715/48/31  
TELEGRAM FROM

No. Sir A. Charles.  
Dated Rome.  
Received in Registry } 713.  
27 Mar 1947  
28 - - -

Illegal Immigrants in Italy.  
Discusses increasing number of Jews arriving in Italy. These people are not displaced persons but individuals who have freely left places where they were resident with a view to reaching Palestine. To these people are being assisted by UNRRA. Italian Army have instructed English in London to contact UNRRA to stop their entry.

Last Paper.

2672

References.

(Minutes.)

See E2716 a minute

P.S. Smith  
Mar 31

(Print.)

(How disposed of.)

- 8) C.O. (Mr. Higham)  
M.I.5. (Maj. Chadwick)  
Admtry. (Mr. Dodds.)  
(Mr. Smith)  
(with E2716/48/31)  
March 31.

(Action completed.)

2716 2/5

(Index.)

2716 2/5

Next Paper.

2716

32008 F.O.P.

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Reference:

FO 371/61804

Cypher/OTP

DEPARTMENTAL NO. 2.FROM ROME TO FOREIGN OFFICE

Sir N. Charles                    D. 4.30 p.m. 27th March 1947  
No. 713                        R. 8.50 p.m. 27th March 1947

27th March 1947  
 Repeated to Washington)  
 Caserta      } Saving  
 Paris          }  
 Vienna        }

E 2715

MAR

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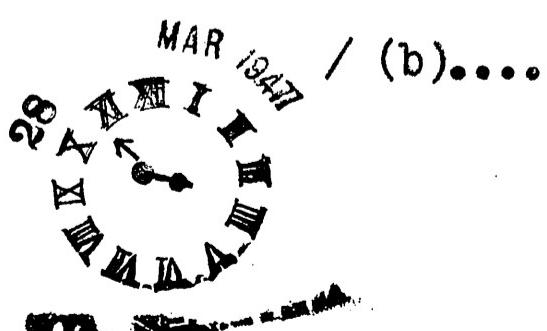
IMPORTANT

I have now received a note dated March 20th anent illegal Jewish immigration from Ministry of Foreign Affairs. After referring to previous communications the Ministry say that clandestine Jewish immigration into Italy of Jews en route for Palestine has not been stopped and will presumably continue on a serious scale with the arrival of good weather. The number of persons assisted by U.N.R.R.A. itself has increased since November by about six thousand persons, all clandestine immigrants. Italian police which has taken control of Italian frontiers is endeavouring to intensify its vigilance but this is often ineffective owing to the extent of the zone which needs watching in relation to the scarcity of means yet available and to the assistance given to clandestine travellers by the body of Russians connected with U.N.R.R.A. and Joint Distribution Committee and sometimes actually by members of the Allied forces.

2. Ministry emphasises that these illegal immigrants are not displaced persons but individuals who have freely and spontaneously left places where they were resident with a view to reaching Palestine. The [gps. undec.] is therefore one of voluntary immigration, consequently these persons should not have the right to be assisted by U.N.R.R.A. especially as this assistance (which is nevertheless granted to them at present) contributes indirectly to encourage further clandestine immigration into Palestine.

3. Ministry has therefore instructed the Italian Embassy in London to inform the European Headquarters of U.N.R.R.A. and the British Government of the situation and to request U.N.R.R.A. that:

(a) Persons who spontaneously abandon a refugee camp in Austria or Germany in which they have been receiving assistance should lose the right to assistance.



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FO 371/61804

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-2-

(b) The right of assistance should not be granted to those who abandon their own residences voluntarily since that almost always happens as a preliminary to a possible journey to Palestine.

(c) U.N.R.R.A. should take the necessary action in its own camps in Germany and Austria and wherever else possible to forestall and prevent clandestine immigration into Italy.

4. For their part the Italian Government have ordered that henceforward clandestine immigrants should be denied resident permits and concentrated in special camps pending a further decision. Ministry trust that competent British authorities will support the approach made to U.N.R.R.A. by the Italian Embassy in London.

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Reference:

FO 371/61804

12

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12

E 2715

28 MAY

Registry Number } E2716/48/31  
TELEGRAM FROM

No. Dis. A. Charles.  
Dated Rome.  
Received in Registry } 714  
27.11.1947  
28 - -

Illegal Immigrants in Italy.  
Report Rome (L) 713 (E 2715/48/31)  
think that we should welcome fact that  
Italian Govt have now, in official note,  
openly denounced the help which UNRRA  
and A.J.D.C. are giving to Jewish illegal  
immigration. Trusts H.M.G will strongly  
back Italian Govt position.

Last Paper.

2715

References.

(Print.)

\*P.T.O. (How disposed of.)

*Mr. J.W.L. Society  
G.O.G.A.  
from Reich.  
April 16  
(encs)*

*S. Vaughan-B.B.  
Telec. M.I.S.  
Bord. Admiry  
✓ April 16*

(Action completed.)

(Index.)

*R.W. 25*

Next Paper.

E 2720

(Minutes.)

11/11/48

See also E2715

Copies sent to C.O., M.I.S., &amp; Admir. (usual names)

It is quite a good thing from our point of view that the Italian Government should have taken up the cudgels with UNRRA and A.J.D.C. about the help they give to Jewish illegal immigration. We have ourselves been on the look-out for any opportunity to convict UNRRA of actively facilitating the traffic, but it has proved remarkably difficult to secure a firm basis for representations. The authorities of UNRRA have no real control over the actions of their numerous Zionist personnel and the latter cover their tracks quite well.

I gather from the Refugee Department that this would be a suitable moment for us to weigh in with the authorities of UNRRA and I.R.O., which will take the former's place. No doubt Refugee Department will have views as to the practical suggestions we should make with a view to preventing the exodus of refugees from Eastern Europe and the connected illegal immigrant traffic to Palestine.

I would make the following suggestions:-

(a) A closer control should be established over all UNRRA or I.R.O. transport. The same would apply to A.J.D.C., but I am not clear how far we can claim to control them. This transport has regularly been used for passing Jews illegally across European frontiers.

(b) Subordinate officials of UNRRA or I.R.O. should not be allowed to wear military or semi-military uniform if that can be avoided. Nobody seems to control the use of uniform and rank and the result is that these are used to overawe frontier officials and to sponsor the traffic.

(c) UNRRA foodstuffs should not be used to victual illegal immigrant ships. We have one

established/

32008 F.O.P.

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established case of a ship so victualled at the Yugoslav port of Bakar, which we took up with UNRRA headquarters in Washington.

Refugee Dept. for obs.

Italian Section

J.G.S. Beith

(J.G.S. Beith)

31st March, 1947.

The most salutary measure which could be imposed by I.R.O. or UNRRA would be their refusal to admit any more d.p.s into their care and to withdraw their assistance permanently from any d.p.s who leave a camp. We might press this point with I.R.O. but I doubt whether we can do much with UNRRA at this late hour.

AW Wilkinson  
AW WILKINSON

I do not think that it will serve any useful purpose to try to prove U.N.R.R.A. guilt in the past.

Mr. Altmeyer, the Executive Secretary of the Preparatory Commission of the I.R.O., is about to negotiate with the Control Office an agreement to cover the operations of I.R.O. in Germany and Austria. He is very anxious to secure for I.R.O. the duty of internal camp management which the Control Office have hitherto been set on keeping in their own hands. If he is going to be met half-way in this connection he will find it difficult to reject the proposals intended to make the arrangements rogue-proof for the future. The safeguards, once secured for the British zones of Germany and Austria and so admitted to be reasonable, we can try to get them applied elsewhere.

Subject to the greater wisdom of the Control Office who deal with the problem first-hand, I consider that they should try to secure the following:

(a) No further refugees or displaced persons taken into camps or otherwise placed under I.R.O. care. The Chancellor of the Exchequer has always insisted that the I.R.O. ~~must~~ be regarded as a temporary body set up to deal with a specific existing problem. A person may be "eligible" under I.R.O. definitions but that does not mean that he ~~must~~ be taken into camp. The administrative authority is well within its rights in insisting that no new refugee problem shall be created in the territory for which it is responsible.

(b) I.R.O. will not assist any person who has left one camp without permission and applies for admission to

apt. dis charge  
Gall

UNRRA  
from M/S State  
April 16

✓ Higham C.O.

Robert M.S.

Dodds Admty.

✓ April 18

\* e) C.O. (P. Higham)

M.S. (Pap. Chadwick,  
Admty (P. Dodds.  
(P. Smith)

(on E 27/5/48/31)

✓ March 31

Tel.) Washington 3672.

Reph.) Leghorn 99 Sav.

Paris 944 Sav.

Vienna 84 Sav.

April 15.

g) P. Higham, C.O.

P. Schen, M.S.

P. Dodds, Admty.

✓ April 18

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**FO** 371/61804

## *Minutes.*

14

to another.

(c) and (d) as in Mr. Beith's Minute (a) and (b). I think that the Control authority is fully entitled to lay down the conditions under which ~~Voluntary assistance~~ <sup>Societies</sup> may operate and to insist on all reasonable safeguards against abuse.

Mr. Beith's point (c) will hardly come within the ground to be covered by the Control-Office—Altmeyer negotiations but can continue to be pressed direct with U.N.R.R.A., as long as it continues to exist, in Washington.

My idea, as I have said above, is to concentrate on getting a good agreement for I.R.O. in Germany and Austria which can be used as a precedent. In the meantime, we can support the Italian representations quoted in Rome telegram 713 (E.2715), paragraph 3 (a) and (c); point (b) will not be so easy because, under American and Polish influence, the U.N.R.R.A. resolutions which guide their operations and, I fear, the I.R.O. definitions also, have been deliberately framed to facilitate the Jewish exodus.

*C. J. Edmonds*  
~~(C. J. Edmonds)~~  
1st April, 1947.

~~(C. J. Edmonds)~~  
1st April, 1947.

Eastern Dept. (Mr. Beck).

I attach a large number of Zpp including Sir  
Lord Charles aide-mémoire of January 18th about  
Jewish immigration. (Z 864). Any steps that  
can usefully be taken to restrict the flow of refugees  
into Italy shall bear useful fruit in the form  
of Italian co-operation.

Lauré Thirkell 2:iv.  
L. G. THIRKELL

The action called for on these papers is therefore (a) off ~~intend~~<sup>a</sup> letters to the Central Office for Germany & Austria on the lines indicated in the first two frames of the Edmunds minute and (b) off a letter to the European Headquarters of C.N.R.R.A supporting the Belgian representations in the names indicated in

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in the last para of the Edwards minute  
and making the Beith's point (c) and  
~~ask~~ instruct Washington to make  
corresponding representations to U.S.R.R.A.  
in Washington.

The off to the Central Office should  
all seen by German Dept & Mr Rob  
(for Minister of State).

R. S.  
3/4

Drafts  
JB Apr-9

(marked  $\frac{1}{2}$ )

I have suggested a very slight amendment to the draft letter to Mr. Irving, after speaking to Mr. Edmunds, to indicate that it has not yet finally been decided how or if we are going to negotiate with Mr. Clivey about "car and maintenance."

Mr Wagner to see (with draft)

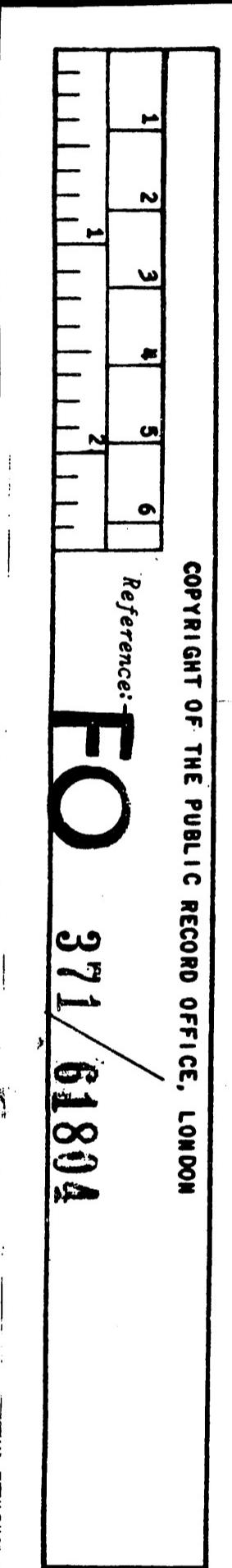
General Banks is, (understand),  
due in London about April 28<sup>th</sup>  
on his way back to Washington.

The matter might possibly be taken up with him there, if there is a suitable opportunity. Cf Letter left with Mr Pearce this, they might check up on our date with L. R. O. (Sir H. Salter, Interim Office)

~~Waver of 12~~

~~Notch. Reshardt.  
also  
13, Apr. 15~~

NOTHING TO BE WRITTEN IN THIS MARGIN.



WRITTEN IN THIS MARGIN.

Minutes.

16

Mr Garran

There are now further tel.s from Rome on this subject which will be submitted in due course but I don't think there is any reason to modify the action prepared here. Indeed I suggest we had better get on with it as soon as possible

B. S. Bent  
Apr. 15

P. T. O.  
Signature

P. T. O.

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1	2	3	4	5	6

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**FO 371/61804**

17

Minutes.

In p.p. F.O. Min. M. Beach. 3/5.

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Reference:-

FO 371/61804

18

E 2715

E 2716

28 MAR

Cypher OTP

28 MAR

DEPARTMENTAL No. 2

FROM ROME TO FOREIGN OFFICESir N. Charles  
No. 714

D. 5.46 p.m. 27th March 1947.

27th March 1947. R. 8.55 p.m. 27th March 1947.

Repeated to Washington  
Caserta  
Paris  
Vienna (Saving)IMPORTANT

rrrrrr

1758 / 89 / 22 My immediately preceding telegram. 27/3/47

I think that we should welcome the fact that the Italian Government have now, in official note, openly denounced the help which UNRRA and A.J.D.C. are giving to Jewish illegal immigration. I would recall in that connexion my despatch No. 54. However, while there is not the slightest doubt that these two organisations and particularly A.J.D.C. are acting in this matter directly against the interests of His Majesty's Government it is usually very difficult to supply chapter and verse for specific charges against them owing to Jewish genius for secrecy. While therefore I trust that His Majesty's Government will be prepared to strongly back the Italian Government's protest against UNRRA I think that it would be as well as in the past to try to confine ourselves to general criticism.

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OUT FILE

20

E 2716/48/31

Cypher/OTP

DEPARTMENTAL NO. 2.

FROM FOREIGN OFFICE TO WASHINGTON

No. 3672

D. 11.50 p.m. 15th April 1947

15th April 1947

Repeated to Rome No. 803

Leghorn No. 99)  
Paris No. 944 ) Saving  
Vienna No. 84 )

c c c,c c c

IMPORTANT

Rome telegrams Nos. 713 and 714 [of March 27th: Jewish illegal immigration].

Minister of State is supporting the Italian Government's representations to U.N.R.R.A. in a letter to Sir Humphrey Gale in London. We agree with the Italian Government in deplored the assistance which is wittingly or unwittingly given by U.N.R.R.A. and voluntary societies such as the A.J.D.C. in encouraging the movement of Jewish illegal immigrants from Central and Eastern Europe to Mediterranean countries where they are embarked by the organisers of this traffic. Please address a communication to the Acting Director-General of U.N.R.R.A. in this sense.

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Reference:

FO 371/61804

NOTHING TO BE WRITTEN IN THIS MARGIN.

Registry  
No. E 2716/48/31

Top Secret.  
Secret.  
Confidential.  
Restricted.  
Open:

J.G.S.B.  
*Draft.*

Mr. J.W.L. Ivimy,  
Control Office  
for Germany and  
Austria.

J.G.S.

(From Mr. Beith)

Rome tels. Nos. 713,  
714, 755, 757 & 760

*Mr. Beiley*

Copy to:

Mr. Higham, C.O.

Mr. Scherr, M.I.

Mr. Dodds, Admty.

\* Seemingly  
German Dept. 1/4  
John  
Mr. Robt. W.  
Refugee Dept. 1/4

first

JB. Apr. 9

(See also E 2905/4  
app.)

+ 3C

16  
21  
OUT FILE

16 April, 1947.

SECRET

Dear Ivimy,

I send you herewith copies of recent telegrams from our Embassy at Rome reporting the representations made by the Italian Government to UNRRA and to ourselves on the subject of the refugee problem in Italy.

We shall inform the Italian Government that we propose to support <sup>Mr. Nathan Porte</sup> their representations to UNRRA, but it is clear that, if we wish to achieve practical results in our attempts to prevent the movement of Jewish illegal immigrants through Italy, it will be best to concentrate on I.R.O. during the period in which it is taking over from UNRRA.

We understand that Mr. Altmeier, Executive Secretary of the Preparatory Commission of I.R.O., is about to negotiate with the Control Office an agreement to cover the operations of I.R.O. in Germany and Austria. He is said to be very anxious to secure for I.R.O. the duty of internal camp management, <sup>which the</sup> Control Office have hitherto kept in their own hands.

<sup>\* (it is decided that)</sup> <sup>Mr. Altmeier</sup> If we are going to meet him half-way in this matter, he will surely find it difficult to reject any proposals intended to make the arrangements "rogue-proof" for the future.

Once we secure from I.R.O. in respect of the British Zones of Germany and Austria the safeguards which we consider important, and which will thus be admitted to be reasonable, we can try to have these safeguards applied elsewhere.

Subject/

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Reference: FO 371/61804

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22

Subject to the views of your Department, we would wish to try to secure the following safeguards:-

- (a) No further refugees or displaced persons shall be taken into camps or otherwise placed under I.R.O. care. The Chancellor of the Exchequer has always insisted that the I.R.O. must be regarded as a temporary body set up to deal with a specific existing problem. A person may be "eligible" under I.R.O. definitions but that does not mean that he must be taken into a camp. The administrative authority is well within its rights in insisting that no new refugee problem shall be created in the territory for which it is responsible.
- (b) I.R.O. shall not assist any person who has left one camp without permission and applies for admission to another.
- (c) A closer control should be established over all I.R.O. (and A.J.D.C.) transport. UNRRA lorries have regularly been used for passing Jews illegally across European frontiers.
- (d) Subordinate officials of I.R.O. should not be allowed to wear military or semi-military uniform. In the past there has been no proper control of the use of uniform and rank and the result is that these have been used to overawe frontier officials and sponsor the illegal immigrant traffic. Here again, the control authority would seem to be fully entitled to lay down the conditions under which voluntary societies may operate and to insist on all reasonable safeguards against abuse.

Will/

NOTHING TO BE WRITTEN IN THIS MARGIN.

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Reference:-

FO 371/61804

23

Will you let me know whether you agree  
~~to adopt~~  
with the line of action suggested in this  
~~in negotiating with I.R.O.~~  
letter? It is of the greatest importance  
to limit the flow of illegal immigrants to  
Palestine and the best way of doing this is  
to check it at its source in Europe.

I am sending copies of this letter to  
Higham at the Colonial Office, Scherr of  
M.I. 5. and Dodds at the Admiralty.

RG  
✓ 15/4

Yours Sincerely

(Sqd.) John Beith.  
(J.G.S. Beith)

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Reference: FO 371/61804

NOTHING TO BE WRITTEN IN THIS MARGIN.

OUT FILE

24

(E.2716/48/31).

FOREIGN OFFICE,

SECRET.

S.W.1.

16th April, 1947.

Dear Ivimy,

I send you herewith copies of recent telegrams from our Embassy at Rome reporting the representations made by the Italian Government to UNRRA and to ourselves on the subject of the refugee problem in Italy.

We are supporting the Italian Government's representations to UNRRA and are so informing the Italians but it is clear that, if we wish to achieve practical results in our attempts to prevent the movement of Jewish illegal immigrants through Italy, it will be best to concentrate on International Refugee Organisation during the period in which it is taking over from UNRRA. We understand that Mr. Altmeier, Executive Secretary of the Preparatory Commission of I.R.O. is about to negotiate with the Control Office an agreement to cover the operations of I.R.O. in Germany and Austria. He is said to be very anxious to secure for I.R.O. the duty of internal camp management. If it is decided that we are going to meet Mr. Altmeier half-way in this matter, he will surely find it difficult to reject any proposals intended to make the arrangements "rogue-proof" for the future. Once we secure from I.R.O. in respect of the British Zones of Germany and Austria the safeguards which we consider important, and which will thus be admitted to be reasonable, we can try to have these safeguards applied elsewhere.

Subject to the views of your Department, we would wish to try to secure the following safeguards:-

/(a)

J.W.L. Ivimy, Esq.,  
Control Office for Germany and Austria.

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Reference:-

FO 371 / 61804

(a) No further refugees or displaced persons shall be taken into camps or otherwise placed under I.R.O. in Germany and Austria. The Chancellor of the Duchy has always insisted that the I.R.O. must be regarded as a temporary body set up to deal with a specific existing problem. A person may be "eligible" under I.R.O. definitions but that does not mean that he must be taken into a camp. The administrative authority is well within its rights in insisting that no new refugee problem shall be created in the territory for which it is responsible.

(b) I.R.O. shall not assist any person who has left one camp without permission and applies for admission to another.

(c) A closer control should be established over all I.R.O. (and A.J.D.C.) transport. UNRRA lorries have regularly been used for passing Jews illegally across European frontiers.

(d) Subordinate officials of I.R.O. should not be allowed to wear military or semi-military uniform. In the past there has been no proper control of the use of uniform and rank and the result is that these have been used to overawe frontier officials and sponsor the illegal immigrant traffic. Here again, the control authority would seem to be fully entitled to lay down the conditions under which voluntary societies may operate and to insist on all reasonable safeguards against abuse.

/Will

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Reference:- FO 371/6189A

26

Will you let me know whether you agree to adopt  
the line of action suggested in this letter in  
negotiating with I.R.O. It is of the greatest  
importance to limit the flow of illegal immigrants to  
Palestine and the best way of doing this is to check it  
at its source in Europe.

I am sending copies of this letter to Higham at the  
Colonial Office, Scheme of M.I.5., and Dodds at the  
Admiralty.

Yours Sincerely

(Sgd.) John Beith

(J.G.S. Beith)

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Reference:

FO

371/61804

Registry  
No. E 2716/48/31

Top Secret  
Secret  
Confidential  
Restricted  
Open

Draft. J.G.S.B.

Sir Humphrey Gale,  
E.R.O.,  
UNRRA,  
11, Portland  
Place.

Minister of State  
(From Mr. Makins)

NOTHING TO BE WRITTEN IN THIS MARGIN.

EW of 12  
Mr. Edward Warner  
first

JB, Apr 9 1947

Copy to:  
Mr. Higham, C.O.  
Mr. Scherr, M.I.5  
Mr. Dodds, Admty.

+ 3C OUT FILE 27

16 April, 1947.

My dear Sir Humphrey,

The Italian Government informed H.M. Ambassador at Rome in a note dated March 20th that they had instructed the Italian Embassy in London to draw the attention of the European headquarters of UNRRA and of H.M.G. to the movement of Jewish illegal immigrants through Italy.

I understand that the Italian Embassy were to request UNRRA that:-

- (a) persons who spontaneously abandon a refugee camp in Austria or Germany in which they have been receiving assistance should lose the right to assistance;
- (b) the right of assistance should not be granted to those who abandon their own residences voluntarily, since that almost always happens as a preliminary to a possible illegal journey to Palestine;
- (c) UNRRA should take the necessary action in its own camps in Germany and Austria and wherever else possible to forestall and prevent clandestine immigration into Italy.

The Italian Government state that the number of persons assisted by UNRRA in Italy has increased since November by about 6,000, all clandestine immigrants. For their part, the Italian Government have ordered that henceforward clandestine immigrants should be denied residence permits and concentrated in special camps pending a further decision.

H.M.G./

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Reference: EO 371/61804

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28

H.M.G. are at one with the Italian Government in deplored the assistance wittingly or unwittingly given by representatives of UNRRA and voluntary societies such as the A.J.D.C. in encouraging the movement of Jewish illegal immigrants to Palestine from Central and Eastern Europe to Mediterranean countries where they are embarked by the organisers of this traffic. H.M. Ambassador at Washington is being instructed to inform the Director-General of UNRRA accordingly and I shall be grateful if you, for your part, will do everything possible to prevent the encouragement of this traffic.

✓ 15/4

Yours Sincerely

(Sig'd) Hector McNeil.

NOTHING TO BE WRITTEN IN THIS MARGIN.



Minutes.

29

E 2716/48/31

2716 48 31.

German Department

May I draw your attention once again to this paper and to my letter of April 16th to Mr. Ivimy of the Control Office. I explained orally to Mr. Ivimy the great importance which we attached to this matter and he told me that he would bear this in mind during the visit which he was then due to make to Germany. I understood from him that no negotiations had yet been started between I.R.O. and the British zone on Germany and that it was quite possible that we should limit very strictly the activities of I.R.O., quite apart from the less reputable organisations like A.J.D.C.

Possibly, as a result of recent changes in organisation, we shall have an opportunity of making our point of view more directly felt and I therefore venture to draw the matter again to your attention.

J.G.S. Beith

(J.G.S. Beith)  
3rd May, 1947.

Nothing to be Written in this Margin.

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Reference: FO 371/61804

## OUT FILE

16th April 1947

(B2716/48/31)

Confidential

My dear Sir Humphrey,

The Italian Government informed His Majesty's Ambassador at Rome in a note dated March 20th that they had instructed the Italian embassy in London to draw the attention of the European headquarters of UNRRA and of His Majesty's Government to the movement of Jewish illegal immigrants through Italy.

I understand that the Italian Embassy were to request  
HERRA that:-

(a) persons who spontaneously abandon a refugee camp in Austria or Germany in which they have been receiving assistance should lose the right to assistance;

(b) the right of assistance should not be granted to those who abandon their own residences voluntarily, since that almost always happens as a preliminary to a possible illegal journey to palestine:

(c) UNRRA should take the necessary action in its own  
charge in Germany and Austria and wherever else possible to

/Fores tall

**Six H. Gale, K.B.E. C.B.** and with the memorandum left him. On

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Reference:- EO 371 61804

-31

forestall and prevent clandestine immigration into Italy.

The Italian Government state that the number of persons assisted by UNRRA in Italy has increased since November by about 6,000, all clandestine immigrants. For their part, the Italian Government have ordered that henceforward clandestine immigrants should be denied residence permits and concentrated in special camps pending a further decision.

His Majesty's Governments are at one with the Italian Government in deplored the assistance wittingly or unwittingly given by representatives of UNRRA and voluntary societies such as the A.J.D.C. in encouraging the movement of Jewish illegal immigrants to Palestine from Central and Eastern Europe to Mediterranean countries where they are embarked by the organisers of this traffic. His Majesty's Ambassador at Washington is being instructed to inform the Acting Director-General of UNRRA accordingly and I shall be grateful if you, for your part, will do everything possible to prevent the encouragement of this traffic.

Yours Sincerely  
(Sgd) Necton Pelle

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Reference:

EO 371/61804

		Palestine	E2420   G	32
783	1947	EASTERN	29 MAR 1947	
E2420/48/9.		<u>Illegal immigrants</u>		
Nawana 34		Reps to Havana to 38 (E2074/48/9) The note from Cuban State Dept of 28 Feb regarding forged Cuban visas on documents of Jewish immigrants to Palestine.		
Last Paper. E2672		(Minutes.)		
References.		Copy Admiralty } .. C.O.           } usual manus. .. M.I.5          }		
(Print.)		N.A. Rep'd Adm. 10/4 H.B. 1/4		
(How disposed of.)				
a) Addy MIS CO      9 April				
(Action completed.)		(Index.)		
3510/4		W.H.		
Next Paper.				

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Reference: FO 371/61804

No. 37 (101/K-20/47)

E-2470

2m

33

HIS Majesty's Minister at Havana  
presents his compliments to Prin. S. of S. for P.A.  
and has the honour to transmit to him the undermentioned  
documents.

26 MAR 1947  
British Legation.....  
Havana.....  
Cuba.....

7th March, 1947.

Reference to previous correspondence:

Havana telegram No. 38 of 6th March 1947.

Description of Enclosure.

Name and Date.	Subject.
	Translation of Note from Cuban State Department dated 28th February 1947, regarding forged Cuban visas on documents of Jewish immigrants to Palestine.

3470A [30897] (8)

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34

T R A N S L A T I O N

Republic of Cuba  
Ministry of State

No. 171

HAVANA,  
28th February 1947.

M. le Ministre,

I have the honour to refer to Your Excellency's Note No.50 of the 15th instant in which you were kind enough to inform me of the fact that various parties of Jews had embarked recently in Sweden and France, some of them having reached Palestine, with Cuban visas, possibly forged, and pointing out that these visas are being used to facilitate illegal immigration traffic, with a consequent embarrassing situation for His Majesty's Government and expressing the hope therefore that the Cuban Government would investigate the circumstances in which these visas were given and take the steps necessary to put an end to this practice.

In reply I have the honour to inform Your Excellency that, according to reports received in this Ministry, the visas in question are undoubtedly forged, since they were not authorised by my Government, nor granted by their Consular officials; at the same time I should inform Your Excellency that on the date in which they appear to have had these visas, the Cuban Consulate in Antwerp was closed, in which place the wrongdoers claimed that these documents were issued.

Finally,

His Excellency,  
James L. Dodds, Esq.,  
His Majesty's Envoy Extraordinary  
and Minister Plenipotentiary,  
Havana.

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Reference:-

FO 371/61804

35

-2-

Finally, I must draw Your Excellency's attention to the fact that my Government, notwithstanding the considerations mentioned in your Note and the vexation that the knowledge of these events has caused them, cannot but deplore the impossibility of being able to prevent their repetition; since, as will not have escaped the Legation's knowledge, there is no adequate police organisation abroad that would allow an efficient investigation of the falsification of our visa documents. My Government trusts, loyally, in the devotion and diligence of the authorities and courts of friendly countries, whose coooperation has been requested with a view to bringing the forgers to justice, if possible.

I avail myself of this opportunity to renew to Your Excellency the assurance of my highest consideration.

(signed) RAFAEL P GONZALEZ MUÑOZ.

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Reference:

FO 371/61804

114

E

36

1947

PALESTINE

E. 2740

31 MAR

Registry  
Number } E 2740/48/31

FROM

C.O.

No.

Boarded.

Dated

Received  
in Registry }

31 Mar 1947

Illegal Emigration.  
 Article 663 of 11/MAR 26. Report from various sources tend to confirm that there is a general inclination among Jews in R.P. on the continent to settle down or emigrate to countries other than Palestine than is commonly supposed. Good Handed Government.

Last Paper.

2720

References.

(Print.)

(How disposed of.)

(Minutes.)

There are Refugee pp. on a recent offer by the Norwegian government to take 150 Jewish d.p.s from the British zone, showing that in spite of publicity there are so far only 27 applicants. I think this must be regarded as an illustration of the success of Zionist propaganda.

The High Commissioner's proposals in para. 2 within have much to be said for them. But the following considerations must also be born in mind:

- (i) If the A.J.D.C. were in fact ejected from the British zone, relief services for the Jewish d.p.s would be affected;
- (ii) This would give rise to criticism in the United States;
- (iii) We cannot touch the AJDC in the American

(Action completed.)

✓ Eff 1/4/48

(Index)

✓ Eff 1/4/48

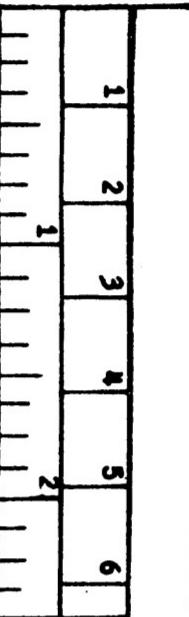
Next Paper.

E 2807

32003 F.O.P

/ young

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Reference: FO 371/61804

37

years, when its influence is most harmful.

~~Dear Sir~~ So far as UNRRA is concerned, there have been earlier proposals for actions on the lines now suggested. Have we ever tackled UNRRA on this subject?

Refugee Dept. ?  
N. American Dept. 3 photos. H. Beale 1/4

There have been no recent approaches to UNRRA on the subject, and previous moves have always been held up by lack of evidence which could be brought home to UNRRA. However, we have hopes that if and when I.R.O takes over UNRRA's d.p. activities we may be able to hamstring the movement of Jews from camp to camp by banning relief to any d.p. who leaves a camp voluntarily and to any d.p. who presents himself at a new camp. This should help to tie them down to one place.

A. W. H. Wilkinson 3/4  
A. W. H. WILKINSON

I have just recorded my views on another Eastern Department paper on representations by the Italian Government against the facilities given by UNRRA. to the illegal immigration of Jews into Italy. I think that the most fruitful line will be not to try to prove accusations against, and secure the punishment of, members of UNRRA. and the A.J.D.C. for past delinquencies, but rather to take the present opportunity for ensuring that the Agreement which the Control Office is about to negotiate with the Preparatory Commission of the I.R.O. shall contain Articles which will prevent, or at any rate give the C. in C. well defined powers to drop on irregularities by employees of I.R.O. or the voluntary societies (without specifying the A.J.D.C. in particular). The Executive Secretary of the Preparatory Commission for I.R.O. is anxious to get control of "care and maintenance" in the camps for his organisation. If this is conceded, he would, I think, find it difficult to resist the insertion of safeguards to prevent the kind of abuses which made Control authorities so suspicious of any type of international activity.

P. J. Edmunds.

3rd April, 1947.

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Reference:

FO 371/61804

I think that Mr. Edmonds' suggestion is a useful one that we should be nice to proceed on these lines. Much as one would like to drop on the A.T.O.C., we could only hamper its activities in our zone, as Mr. Beeley says, ~~as simple~~ matter of ~~so~~ ~~so~~ it would be almost impossible to suppress all methods of Communist propaganda to D.P.S. We can't take the U.S. criticism too seriously.

OBdL [initials]  
9/4

Mr. Edmonds' suggestion is being acted on ~~now~~ on other pp. We are writing to the C.G.A. about the whole question

Mr. Beeley #B. 19<sup>th</sup> 15 Apr. 10

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Reference: FO 371/61804

39

INWARD TELEGRAM

14  
enter

Cypher (O.T.P.)

FROM PALESTINE (O.A.G.)

TO S. OF S., COLONIES.

D. 26th March, 1947.  
R. 26th " " 17.00 hrs.

E. 2740

31 MAR

No.663 Top Secret.

My (?your intended) telegram No. 550.

Illegal immigration.

Reports from various sources tend to confirm that there is a greater inclination among Jewish displaced persons on the Continent to settle down in Europe or emigrate to countries other than Palestine than is commonly supposed. It is obviously difficult for any such tendency to gather momentum so long as the displaced persons are subjected to incessant Zionist propaganda as seems to be the case at present. I have in mind principally the activities of members of the American Jewish Joint Distribution Committee and of the Jewish Relief Teams working under the auspices of U.N.R.R.A., the personnel of many of which has been selected by the Jewish Agency, but the influence exerted by itinerant Zionist politicians is also by no means a negligible factor.

2. It is, I understand, the policy of H.M.G. that cultural and welfare organisations working among the displaced persons shall be preserved only so long as they do not lend themselves to political activities or act as a deterrent to repatriation. I suggest that, in accordance with this policy, the American Jewish Joint Distribution Committee might be informed that there is reason to believe that its personnel has in the past indulged in activities both of a political nature and detrimental to repatriation, and that the Committee will only continue to receive permission to work in the British Zone on condition that such activities are brought to an immediate end. Thus approach might, I suggest, also be made to U.N.R.R.A. for the dismissal of those of its personnel known to be indulging in activities detrimental to the repatriation of displaced persons to their countries of origin and particularly to be implicated in illegal immigration.

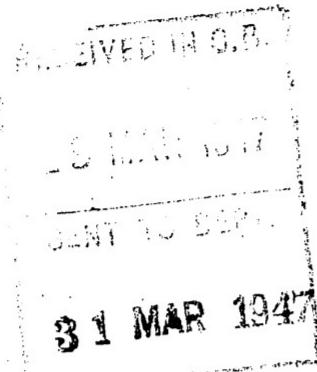
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Reference:-

FO 371/61804

40



31 MAR 1947

3. I invite attention to my telegram No.521 telegram from Rome to the Foreign Office No.1652 of 5th November, 1946, and enclosure(s) in Trafford Smith's letter No.76021/50/46 of 18th December, 1946.

4. I realise that, even if movement towards settlement in Europe or in overseas countries other than Palestine is enabled to develop unobstructed and even if it is given, as I suggest it should be, every encouragement, there will still remain a large number of Jewish displaced persons intent on reaching Palestine either as legal or illegal immigrants. But I submit that everything should be done now to reduce pressure at source, particularly if, as my information suggests is the case, (?this) of course is in conformity with the true wishes of the persons principally concerned.

Distributed to:-

MS.25  
Secretary of State  
Sir T. Lloyd  
Mr. Thomas  
Mr. Martin  
Sir D. Harris  
Mr. Trafford Smith  
Mr. Mathieson  
Mr. Higham  
Mr. Eastwood  
Mr. Bennett  
Mr. Bigg  
Sir A. Cunningham  
Foreign Office  
" "  
M.I.5.

Mr. Beith.  
Mr. Edmonds.  
Mr. J.C. Robertson.

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Reference: FO 371/61804

<p>1947 74</p> <p>E 2807 / 48/9.</p> <p>Chancery W'ton to E. Dep't. G 21 147 dated 26 March Received 1 April</p> <p>Last Paper. E 2420</p> <p>References.</p> <p>(Print.)</p> <p>(How disposed of.) S) NIS CO ✓ April.</p> <p>(Action completed.) OK 9/4</p> <p>Next Paper. E 2849 (E 3378)</p>	<p>Palestine EASTERN</p> <p>E 2807 / G 41</p> <p><u>Illegal immigration</u></p> <p>Refs to W'ton 460 (E 1808 / 48/9) Enclosed copy letter from Messrs Lombardi &amp; Sons Ltd.</p> <p>(Minutes.)</p> <p>by <del>Admiralty</del> } usual names M. I. S      C.O.</p> <p>HB. 4/4</p> <p>30471 F.O.P.</p>
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Reference: FO 371 / 61804

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*E*  
*E2807*  
42

*1 APR 1947*

SECRET

*E2 APR 1947*

BRITISH EMBASSY,

WASHINGTON 8, D. C.

26th March 1947

Ref: G2/ /47

Dear Department,

Would you please refer to our P.L. No.460 of 24th February which covered Balfour's letter to the Panamanian Ambassador in Washington, 84/19/47, concerning the use of ships under the Panamanian flag for illegal Jewish immigration. Paragraph 3 of that letter mentioned certain ships purchased by the United Ship Corporation of New York which was owned by the Panamanian law firm of Messrs. Lombardi & Icaza. A note on this subject had already been sent to the Panamanian Ambassador on 29th October last (ref. 2574/8/46).

We have now received from Messrs. Lombardi & Icaza the enclosed letter which indicates that a member of the firm has been shown Balfour's letter by the Panamanian authorities in Panama and denies any connection between this firm and the United Ship Corporation, and also denies any dealings with these particular ships or with any shipping companies or ships. There is, as you will see, some contradiction between the denial and the last paragraph of the enclosure to Messrs. Lombardi & Icaza's letter, from which they appear to have discussed some of the ships some months ago with a British official in Panama.

Owing to the secret source of our information (and its misuse by the Panamanian Government), we do not propose to answer Messrs. Lombardi & Icaza's letter; or even to acknowledge its receipt.

Yours ever,

CHANCERY

*J.A.*

Eastern Department,  
Foreign Office,  
London, S.W.1.

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Reference:

FO 371/61804

COPY

43

LOMBARDI E ICAZA  
Abogados

Carlos Icaza A.  
Jorge E. Lombardi

Attorneys at Law  
Apartado 850

Juan Lombardi  
(1875 - 1944)

Panama, R.P.

March 13, 1947.

Sir:

There is enclosed herewith copy of a letter we have today addressed to the Minister of Foreign Affairs in Panama relative to a note from the British Embassy in Washington, signed by Mr. John Balfour, with Reference 84/19/47, which letter is self-explanatory.

Since the note of the British Embassy in Washington is entirely inaccurate insofar as this firm is concerned, we find it necessary to address you and request that you acknowledge the mistake made and so advise the Panama Foreign Office and the undersigned.

I remain,

Your faithful servant,

(Signed) CARLOS ICAZA A.

To His Britannic Majesty's Ambassador  
to the United States of America,  
Washington, D.C.

cc. British Legation  
Panama

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Reference:

FO 371/61804

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## TRANSLATION

44

**LOMBARDI • ICAZA  
ABOGADOS**

PANAMA

March 13, 1947.

Dr. Ricardo J. Alfaro,  
Minister of Foreign Affairs,  
Panama.

S17

In the Ministry of Finance I was shown yesterday your Note No. 435 of the 7th March 1947, to which was attached a copy or translation of a Note from the British Embassy in Washington, dated 24th February 1947, and signed by Mr. John Balfour; reference 84/19/47.

In that Note it is said that the firm of Lombardi & Icaza is the parent of a company called the United Ship Corporation and that the ships of that company are engaged in the contraband trade of carrying Jews to Palestine. The ships to which allusion is made are called "ARTEUS" or "ABRIL", "NORSYD", "BEAUHARNOIS" and "OWEN SOUND".

I wish to inform you that the firm of Lombardi e Icaza has no interest and never had had any in the above-named United Ship Corporation nor has it any part in its running; nor has it had any connection therewith.

Nor have we had anything to do with registration of the above ships under the (Panamanian) flag.

Furthermore we have no interests in shipping, we have no interests in any shipping company or ships, and we manage no steamship companies or ships.

The British Embassy's communication is so surprising that I took upon me to investigate the circumstances surrounding the above ships. I discovered the following:-

The ship "NORSYD" was sold by the Government of the Dominion of Canada to the United Ship Corporation and thereafter by the latter to the Caribbean Atlantic Shipping Corporation, which changed the name of the ship to "BALBOA".

The ship "BEAUFARNOIS" was sold by the Government of the Dominion of Canada to the United Shipping Corporation and by the latter to the Caribbean Atlantic Shipping Corporation which changed the name of the ship to "GOLOW".

The Caribbean Atlantic Shipping Corporation was organized by Messrs. Jorge Enrique Illueca and Anibal Illueca; its registered agents are Arias and Arias. This is certified in Deed No. 162 of the First Notary's Office of the Circuit of Panama dated 25th of January 1946 and inscribed in the Mercantile Register, volume 141, folio 341, entry 37-781.

The ship "OWEN SOUND" was sold by the Government of the Dominion of Canada to the United Shipping Corporation and by the latter to the Cadia Navigation Company Ltd., which changed the name of the ship to "CADIA".

Despite a most careful search in the Public Register of the Notarial Acts of the Circuit, it has been impossible to ascertain/

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reference:-  
**FQ** 371/61804

to ascertain the articles of registration of the <sup>the</sup> Cadia Steamship Company. We cannot state whether such company has been organized or not; but we can assure you that Messrs. Lombardi e Icaza never had any connection whatsoever with the company in question.

The steamship "ARTEUS" or "ABRIL". I understand that the registration of the ship in question has been cancelled. We have no knowledge whatsoever with regard to how or when it was registered under the Panamanian Flag. In view of the situation now obtaining, we have not taken the trouble to investigate this matter.

I request you to let the British Embassy in Washington know the above and to demand of them that they shall make the necessary corrections. Some months ago I was in the office of Mr. Sidney Wise of the British Legation or Consulate in Panama with relation to the steamships "NORSYD", "BEAUMANOIS" and "OWEN SOUND", and I informed him that this firm has no connection whatsoever with the ships in question.

(signed) Carlos Icaza A.

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Reference:-

FO 371/61804

	Palestine	E2849/G 46
75	EASTERN	3 APR 1947
E2849/48/C	<u>Illegal immigration</u> Refers to F.O. 629 (E2644/48/C) Reports that MTA said that Registration of ships cannot be cancelled without proof of illicit traffic.	
Last Paper. E280Y	(Minutes.)	
References.	Copy C.O.      } M.I.5            } usual names. Admiralty        } N. American Depd. a.a.      P.S.      M/H H.B. 9/4	
(Print.)		
(How disposed of.)		
8) C.O. M.I.5 Admiralty N.A. Depd. a.a.		
(Action completed.)	(Index.)	
28/4	W.H.	
Next Paper. E2894 (E306)		
30471 F.O.P.		



47

E

E2879

Cypher/OTP.

DEPARTMENTAL NO.2.

FROM TEGUCIGALPA TO FOREIGN OFFICE.

Mr. Fowler.  
No. 12.

2nd April, 1947.

D. 11.15 a.m. 2nd April, 1947.

R. 9.35 p.m. 2nd April, 1947.

IMPORTANT.

Your telegram No.9.

Illegal immigration into Palestine.

Minister for Foreign Affairs stated that under Honduran mercantile law registration of vessels in question may not be cancelled without proof of illicit traffic but that Honduran Government have no objection to their interception by British authorities on the high seas and if proved to be so engaged Honduran registry will be considered automatically cancelled. Statement of proofs however would be appreciated.

2. Minister for Foreign Affairs also stated that on March 7th Honduran Ambassador, at Washington was requested by telegram to inform the Honduran Consular Officers in the United States that issue of provisional certificates of registry had been temporarily cancelled.

3. Of vessels mentioned in your telegram under reference, Washington telegram No.1744 to you, the following have Honduran registration:

"Guardian" owned by West India Fruit and Steamship Company of United States;

"Ceibar" previously "Guardian" owned by Caribbean Fruit and Steamship Company Panama;

"President Warfield" owned by Weston Trading Company New York;

"Trade Winds" owned by Portia Steamship Company Panama;

"North Land" now "Norlandia" owned by Silet Steamship Company Panama.

4. "Takina" and "Yolla" are not known here.

5. Please repeat to Washington as my telegram No.1.

[Repeated to Washington].

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Reference:-

FO 371/61804

117

**1947**

E

E 2888

149

APR

Registry Number } E28ee/48/31  
TELEGRAM FROM

## **PALESTINE**

Tenoch illegal in import Point  
out that since representations were made  
to the French Govt. H.M.C.S. at Paris  
has reported departing from State of  
S.S. "Guardian" carrying 2000 Jews destined  
for Haifa but - presumably for Palestine,  
Hopes that P/Slate will be able to impress  
on the Resident the importance of French  
co-operation in preventing the circumlocution  
of justice.

Last Paper.

~~EE~~ E2879

**(Minutes.)**

Attached. as sent to  
Moscow

H. S. Bent  
Apr. 8

b. Apr. 8

(Print.)

**(How disposed of.)**

Zel, Abacca 599  
Latd Paris. 525  
April 5.

(Action completed.)

(Index.)

## **Next Paper.**

L-2894

32003 F.O.P.

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## REGISTRY

## REPETITION OF TELEGRAMS.

49

No.

(Date).....2/4.....(Despatched).....1.....M.(1) TELEGRAM SECTION,  
FOREIGN OFFICE.

Please repeat to the posts shown below telegram No.....267.....  
 from/to.....Paris..... dated.....4th Aprl

.....UKDEL.....Moscow No...600..... (Date).....5.4.47.

............... No..........

............... No............... (Signed).....DRK.....

Enclairs.CodeCypher(Dept.).....Request of G.H.Baker(Date).....5/4.....

## (2) DIVISION CONCERNED (FOR ARCHIVES).

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1	2	3	*	5	6
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Reference:-

FO 371/61804

1	2	3	4	5	6
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Reference:

FO 371/61804

Minutes.

50

In para. 3 of his telegram No. 267.

M. Duff Cooper suggests that the Secretary of State should ask M. Bidault for French co-operation in stopping illegal Jewish immigrants embarking in French ports.

As the French cabinet are to consider on April 8 our request for conversations on this subject, and as some of the Ministers do not seem disposed to co-operate, it seems important  
 [that ~~as soon as possible~~ we should]  
 M. Bidault should use his influence to the full. A draft telegram to the Secretary of State is submitted.

G. H. Baker  
A. H. BAKER  
5/4

Nothing to be Written in this Margin.

[This telegram is of particular secrecy and should be retained by the authorised recipient and ~~not passed on~~.]

CYPHER/OTP.

## CABINET DISTRIBUTION.

E 2888

FROM PARIS TO FOREIGN OFFICE.

No: 267.  
4th April 1947

D.3.15 p.m. 4th April 1947  
R.6.10 p.m. 4th April 1947

4 4 4 4

## IMMEDIATE.

## LIGHT.

Jewish illegal immigrants.

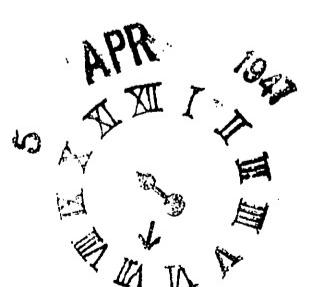
Since representations to French Government in my telegram No: 261 were made, His Majesty's Consul-General at Marseilles has reported departure from Sete of steamship "Guardian" carrying 2,000 Jews ostensibly for Havre but presumably for Palestine. Ministry of Foreign Affairs were informed accordingly and reminded that we had formally warned them of this ship. It was pointed out to them that the departure of so large a number coming on top of several other boatloads in past few weeks would be likely to cause lively resentment in London.

2. I learn that owing to the absence of the Minister of Transport Council of Ministers postponed this item until their meeting 8th April. In view of divided opinions in Council of Ministers referred to in second paragraph of my telegram No: 261 Ministry of Foreign Affairs, who have throughout been anxious to help us have suggested privately that it would be valuable if the Secretary of State could speak to M.Bidault himself. A telegram from the latter in time for the meeting on 8th April would strengthen hand of acting Minister for Foreign Affairs. Ministry on their side have undertaken to inform him immediately of the position.

3. I should therefore be grateful if this telegram and my telegram No: 261 could be repeated urgently to Moscow. I much hope that Secretary of State will find it possible to impress on M. Bidault the importance of French co-operation in preventing this traffic. On your instructions my own representations have been couched in very strong terms and I have appealed to the spirit of the alliance.

[Note by Communications Department.]

[Note by COMMUNICATIONS DIVISION]  
No action has been taken regarding repetition to Moscow.]



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NOTHING TO BE WRITTEN IN THIS MARGIN.

Registry  
No. E

OUT FILE

G.H.B.

Draft.  
U.K. Delegation,  
MOSCOW

Telegram.

No. 599.. 599.

Date. Apr. 5.

Cypher

Repeat to:

Paris. 525.

CABINET  
DISTRIBUTION.

SMB.  
-374-

Despatched 6.168 M.

52

574

IMMEDIATE  
SECRET

Paris telegrams Nos. 261 and 267  
of April 3rd and 4th: Jewish illegal  
immigration which are being repeated to  
you.

Following for Secretary of State  
from Sir O. Sargent.

We feel that it is very important  
that the French Council of Ministers  
should be persuaded to cooperate with us  
in checking the flow of Jewish illegal  
immigrants into Palestine. We very much  
hope therefore that you will have an  
opportunity of mentioning the matter to  
and Bidault stressing the importance which  
we attach to it. We would hope that he  
would leave his Government in no doubt of  
his views before they discuss the matter  
again on April 8th.

BBP 5

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Reference:

FO 371/61804

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53

OUT FILE

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E

Cypher/OTP

CABINET DISTRIBUTION

FROM FOREIGN OFFICE TO MOSCOW

(To United Kingdom Delegation to Council  
of Foreign Ministers)

No. 599  
5th April, 1947

D. 6.10 p.m. 5th April, 1947

Repeated to Paris No. 525

ddddddd

IMMEDIATE

SECRET

Paris telegrams Nos. 261 and 267 [of 3rd and 4th April: Jewish illegal immigration] which are being repeated to you.

Following for Secretary of State from Sir O. Sargent.

It is very important that the French Council of Ministers should be persuaded to cooperate with us in checking the flow of Jewish illegal immigrants into Palestine. We very much hope therefore that you will have an opportunity of mentioning the matter to Bidault and stressing the importance which we attach to it. We should hope that he would leave his Government in no doubt of his views before they discuss the matter again on 8th April.

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Reference:

FO 371/61804

1947

16.

E 2894/48/G

Mr. Duff Cooper,  
Paris.  
Tel. no. 261  
April 3rd.

Last Paper.

E 2899

References.

(Print.)

(How disposed of.)

(Action completed.)

*Ans*

(Index.)

*W.H.*

Next Paper.

E 2905

Palestine

EASTERN

E 2894/G

F 5 APR 1947

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Reference: FO 371/61804

E/6  
55  
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Cypher/OTP

CABINET DISTRIBUTION

FROM PARIS TO FOREIGN OFFICE

*E2894*  
Mr. Duff Cooper, D. 5.53 p.m. 3rd April, 1947.  
No. 261  
3rd April, 1947. R. 9.30 p.m. 3rd April, 1947.

Q Q Q

IMPORTANT

*E248108 /g*

Your telegram No.435. Jewish illegal immigrants.

His Majesty's Minister asked M. Bousquet of Ministry of Foreign Affairs on April 2nd whether the French Government were yet ready to reply to our note requesting conversations on Jewish immigration.

2. He replied that subject was to be discussed by Council of Ministers probably on that day. M. Bidault had telegraphed from Moscow strongly urging that French Government should meet us in the matter and M. Teitgen who is in charge of Quai d'Orsay in his absence was also on our side as were the M.R.P. in general. Socialist Ministers however and particularly M. Dupreux, Minister of the Interior, and M. Moch, Minister of Transport, were strongly pro-Jewish and had so far refused to co-operate in measures to stop the traffic.

3. M. Bousquet had himself suggested for consideration of Council of Ministers that French Government should offer to take the following measures:

- (1) That French authorities should check authenticity of the visas for countries of ultimate destination before issuing exit permits.
- (2) That a close watch should be kept on movements of ships entering or leaving French ports in ballast since most of this traffic was carried by such ships. In this way the French Government would hope to have warning of impending movements of Jews.

4. It was suggested to him that there were two further measures which should be taken if control of traffic was to be effective.

- (1) The French Government should insist strictly on ships complying with regulations for safety of life at sea before they were allowed to leave French ports. M. Bousquet appeared to agree that this would be desirable.

(2) It/...

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Reference:

FO 371/61804

(2) It should be made clear to Jewish organisations with whom French Government have made their quota agreement that they must fulfil their part of the bargain. As M. Bousquet had himself suggested some time ago (see my telegram No. 25 Saving) one way of ensuring this would be to deduct illegal immigrants leaving French ports from the quota allowed into France.

5. M. Bousquet said that one of the difficulties was that about 6000 visas had already been granted under the quota. Not all of these had however been used and he agreed that it might be possible to annul an equivalent number of these visas every time a party of Jews left France illegally.

6. I will report further to you when I hear the result of discussions by Council of Ministers.

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57

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E2248/48/G

Confidential. CABINET DISTRIBUTION  
Cypher/OIP. FROM FOREIGN OFFICE TO PARIS.

No.435

15th March, 1947. D: 2.15 a.m. 17th March, 1947

Repeated to Washington 2498

British Middle East Office 262  
Rome 585  
Belgrade 611  
Bucharest 227  
Athens 604  
Stockholm 201  
Brussels 181

A HISTORY OF

Confidential.

In recent months His Majesty's Embassy have made repeated representations to the French Ministry of Foreign Affairs regarding the movement through France of Jewish illegal immigrants and their departure for Palestine from French ports. It was made clear by the British delegation headed by Mr. Ashley Clarke at the Conference held in Paris at the beginning of January with French and American experts that the illegal immigrant traffic was seriously embarrassing His Majesty's Government and the Government of Palestine in their exercise of the mandate. Nevertheless, French Government have not been willing to modify transit quota for France of 8,000 Jews without visas of ultimate destination and sailings of illegal immigrant vessels have recently increased. viz. :-

"Merica" arrived Palestine February 8th,  
with 650 passengers from Sète.

"San Miguel" arrived Palestine February 17th  
with 800 passengers from Sète.

"Abril" arrived Palestine March 9th with 600 Jews from Port de Bouc.

Moreover it is little more than three months since "San Dimitrio" arrived in Palestine with 1,279 Jews from the French camp at La Ciotat. Reliable reports now suggest that the organisers of this traffic intend to force the pace of the operation and ship upwards of 15,000 Jews during the next two or three months.

/thus

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Reference:- EO 371 61804

58

-2-

thus forestalling eventual United Nations recommendations. Marseilles is now a principal headquarters of the traffic and the following vessels are known to be in readiness there:-

- "Guardian" - Honduras registry.
- "Archangelos" - Greek registry.
- "San Filipo" - Panamanian registry withdrawn.

2. The illegal Jewish immigrant traffic is not a spontaneous exodus of refugees, but a carefully organised Zionist campaign to force the hand of His Majesty's Government and increase the proportion of Jewish population in Palestine. The French Government, in doing nothing to hinder this Traffic, are being led, no doubt by humanitarian considerations, into active support of the Zionist cause and are thereby most gravely embarrassing the attempts of His Majesty's Government to reach a fair solution of the Palestine Problem. I shall be grateful if you will reproach the French Government in the strongest possible language for their failure to co-operate more fully with His Majesty's Government and press them to take urgent and effective steps to prevent further illegal immigration from French ports. You should leave them in no doubt that this is a matter to which His Majesty's Government attach the utmost importance and one in which they expect full co-operation from the French Government in the spirit of the newly signed Alliance. You should press the French Government to agree to enter into immediate conversations with us to work out methods of controlling this traffic.

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59

OUTWARD TELEGRAM

Jewish Immig.

[This telegram is of particular secrecy and should be retained by the authorised recipient and not passed on].

Cypher/OTP      CABINET DISTRIBUTION.

FROM FOREIGN OFFICE TO PARIS.

No. 629  
23rd April 1947.

D. 10.45 p.m. 23rd April 1947.

PPP

IMMEDIATE

SECRET

Following from Minister of State for Ambassador.

Defence Committee again considered the problem of illegal immigration into Palestine on April 16th and expressed great concern at the continuing flow of illegal immigrants from France. It is now almost a month since you took this matter up with the Acting Minister for Foreign Affairs and we have not yet received a reply to our request for discussions on ways and means of preventing this traffic through France. Nevertheless, the French Government can be in no doubt as to the importance we attach to the matter after the Secretary of State's personal approach to M. Bidault in Moscow.

2. The "President Warfield" now lying at Marseilles, is reported to have a capacity of 5,000 passengers. I trust that you will continue to press the French Government most strongly to enter into discussions with us on this whole question and in particular to prevent the departure of the above-mentioned ship, either by administrative delay, by the denial of bunkers, by action under the Safety at Sea Convention or indeed by any means open to them.

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Reference:-

FO 371/61804

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Cypher/OTP

DEPARTMENTAL NO. 2.

60

FROM PARIS TO FOREIGN OFFICE.

Mr. Duff Cooper. D. 6.00 p.m. 25th April 1947.  
No. 321 R. 9.9 p.m. 25th April 1947.

25th April 1947.

V V V

IMMEDIATE

Your telegram No. 571.

Jewish illegal immigration.

Following is substance of note dated 24th April received from Acting Minister for Foreign Affairs in reply to our note of 21st March.

a) France has always implemented international convention on safety of life at sea where vessels have left in a regular manner. Some vessels, however, (e.g. San Dimitrio) have embarked passengers irregularly and some (e.g. Ulua) have secretly picked up additional passengers after inspection in France.

b) French Government will strengthen control provided for in 1929 Convention, and will draw attention of Governments whose flags these ships fly, to the obligation of French Government to ensure strict carrying out of French law of 15th June 1933 and thus strengthen control of passengers' security. Consequently captains of all ships of nations having signed Convention will have to present to French authorities security certificates called for by Article 54. Vessels of signatory nations will be inspected and instructions to this end have been given concerning the Archangelos, President Warfield and Anal.

2. Prefects are being instructed not to give French British visas on collective passports before Ministry of Foreign Affairs and Embassies and Legations concerned have checked validity of visas of ultimate destination.

3. Before considering means of returning whence they came, foreigners having entered France illegally the French Government requires to make sure that territories concerned (mainly Western Zones of Germany and of Austria) will take them back. French Government

/therefore

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Reference: FO 371/61804

61

2.

therefore request guarantee from His Majesty's Government that British authorities in Germany will take such people back into British Zone. Similar request has been made to United States Government. French authorities in Germany and Austria will be approached.

4. French Government would be glad if His Majesty's Government would apply quota of immigration into Palestine in such a way that Foreigners at present residing in Germany and Austria receive visas in numbers proportionate to total number of would-be emigrants in each zone.

5. Above arrangements will be applied to all foreigners in France without distinction.

6. My comments will follow in separate telegram and text goes to you by bag.

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Reference:

FO 371/61804

62

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Cypher/OTP      CABINET DISTRIBUTION

FROM PARIS TO FOREIGN OFFICE

Mr. Duff Cooper      D. 10.58 p.m. 25th April, 1947  
No. 327              R. 2.15 a.m. 26th April, 1947  
25th April, 1947

u u u u u

IMMEDIATE

SECRET

Following for Minister of State from Ashley Clarke.

Illegal Jewish immigration.

Many thanks for your message. Ambassador has been away sick for some weeks but I have been pressing the French Government hard in his absence. You will see present position from my telegrams Nos. 321 and 324.

2. French Government have made an effort to meet us and I have some hope that in discussion we may make further progress. But, as you will know from our earlier telegrams there is stiff opposition on the part of Socialist members of the Government. I spoke strongly to the Prime Minister himself (who is a Socialist) when he dined to meet the Lord President on 21st April. I found him somewhat unresponsive.

3. I am glad that Secretary of State has authorised discussion of French proposal for emigration of German labour since this will help to create favourable atmosphere for further discussion of Jewish problem.

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Reference: FO 371/61804

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63

Cypher/OTP

DEPARTMENTAL NO. 2.FROM PARIS TO FOREIGN OFFICE.

Mr. Duff Cooper.                   D. 10.9 p.m. 25th April 1947.  
No. 324                           R. 8.40 p.m. 26th April 1947.

25th April 1947.

V V V

IMMEDIATE.RESTRICTED.

My telegram No. 321.

Illegal Jewish immigration.

You will see that note makes no reference to reduction of quota, control of ships leaving in ballast or refusal of oil bunkers. These were either refused by Council of Ministers or (in case of last mentioned) not put up by ministry on the ground that it had no chance of acceptance. Nor does note speak of holding discussions with us.

2. Ministry of Foreign Affairs have however agreed to discuss matter with us and to consider any proposals we wish to press. They suggested that this question should also be discussed with our Delegation to the talks on displaced persons which are to be held here on 28th and 29th April.

3. M. Bousquet made it very clear to His Majesty's Minister that if we were to get anything more out of the French Government on this subject it would depend on our own willingness to discuss in a sympathetic manner French proposal for emigration of German labour from Germany. (See my immediately following telegram). This matter was vital for France and Ministry felt justified in appealing to spirit of alliance for a fair hearing from us just as we had done in respect of Jews. Minister for Foreign Affairs was in a minority in the Cabinet in desiring to meet us and needed some more ammunition with which to persuade his colleagues to reconsider it.

4. Although this form of reasoning may not altogether appeal to you I would draw your attention to the useful concessions which French Government have made especially in agreeing to check the authenticity of collective visas. It is also certain that Acting Minister for Foreign Affairs has fought hard for us and I have sent him message of appreciation.

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Reference: FO 371/61804

OUTWARD TELEGRAM

64

E.3113/48/31

Cypher/OTP

DEPARTMENTAL No.2.

FROM FOREIGN OFFICE TO PARIS.

No. 571

D: 8.00 p.m. 15th April, 1947

15th April, 1947

&&&&&

IMMEDIATE.

My telegram No. 570 [of April 15th: Jewish illegal immigration.]

We realise that the information in this telegram does not give the Ministry of Foreign Affairs all the information they say they need (paragraph 2 of your telegram No. 276 [of April 12th]), for the purpose of carrying the matter through the Council of Ministers. However, it represents the facts, supported by all the available arguments. It is hoped that the Ministry of Foreign Affairs will make the best possible use thereof to induce the Council of Ministers to live up to their responsibilities in the matter, and you should continue to press strongly for the opening of discussions with us.

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Reference:

FO 371/61804

E3113/48/31  
Confidential  
En Clair

DEPARTMENTAL NO. 2

65

FROM FOREIGN OFFICE TO PARIS

No. 570 D. 4.00 p.m. 15th April, 1947  
(By telephone)

15th April, 1947

CONFIDENTIAL

Your telegram No. 276 [of April 12th: Jewish illegal immigration].

You should communicate following information to French Ministry of Foreign Affairs in reply to their enquiry:-

(a) Conditions are at present tolerable in the Cyprus camps, but it must be realised that the congregation of large numbers of Jewish families unused to camp life and discipline leads to a certain degree of discomfort and squalor, which best efforts of British authorities have been unable to prevent. A proportion of the immigrants have had to live in tents during the past winter and we do not intend to construct any more huddled accommodation. Rations are on Army scale and quite adequate.

(b) At present 750 Jews are monthly admitted to Palestine from Cyprus as an interim measure. This represents half the monthly immigration quota of 1,500 which has been in force since December, 1945. This does not, however, mean that we condone this traffic. Decision was only taken with great reluctance as a result of representations from Government of Cyprus that it was essential for maintenance of order and morale both in the refugee camps and among the Cypriot population that there should be a clear indication that the camps were not permanent and that there was a gradual movement of individuals out of Cyprus. Indeed conditions in the camps which made the decision necessary are a pressing reason why further overcrowding of additional refugees into the camps should be prevented.

(c) Organisers of illegal immigration traffic are responsible for the mental anguish of illegal immigrants who arrive in Palestine waters and are transhipped to the Cyprus camps. At present there are over 11,000 illegal immigrants in Cyprus and the "Guardian" has just arrived in Palestine waters with about 2,500 on board. Assuming that this rate of arrival continues, there will be no hope of clearing the camps for years and some illegal immigrants may never reach Palestine, especially if the United Nations decision does not allow of extensive further Jewish

immigration

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Reference:  
**FO 371/61804**

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66

- 2 -

immigration into Palestine.

(d) The illegal immigration traffic results in most unfair discrimination against all those Jews throughout the world who are waiting to enter Palestine legally. Many poor and aged relatives of settlers in Palestine are likely to be kept waiting for years as a result of illegal immigration.

(e) As regards the dangerous conditions in which illegal immigrant vessels arrive, you should use article by Naval Correspondent in "The Times" of April 9th. You will recall that the "Athinai" ran aground on the Greek island of Syrina last winter, and His Majesty's Ships have often intercepted illegal immigrant ships (e.g. the "San Filipo") in a sinking condition. It is only by great good fortune that no tragic accident has so far occurred and this good fortune cannot be expected to hold. Both the "Guardian" and "San Filipo" amongst recent arrivals had broken down before reaching Palestine waters.

2. You may also find it useful to point out that the arrival of illegal immigrant ships in Palestine waters normally coincides with outbreaks of terrorism. The explosions in the Haifa oil depot occurred sixty minutes after the arrival of the "San Filipo". It is evident that the terrorists take advantage of the situation created by the arrival of these ships to carry out their outrages and to secure the support of the Jewish population. The French authorities by failing to take measures against this traffic are thus permitting a situation to develop which directly leads to internal disorders in a territory administered under a League of Nations mandate by their ally.

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Reference:

FO 371/61804

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77	Palestine	E 2905 / G
1947	EASTERN	67

E 2905 | 48/31

Sir N Charles  
Rome  
756

Dated  
Rec'd 3 } Apr. 1947

Last Paper.

E 2894

References.

(Print.)

(How disposed of.)

Rptd w'ton

(Action completed.)

(Index.)

W.H.

Next Paper.

(E 2906)

Palestine

EASTERN

67

### Illegal immigration.

Rebs to F.O. tel 651 (E 2665 | 48/G)

States that H.M. Counsellor handed note to Secretary General of Italian M.F.A. on April 2<sup>nd</sup>. Reports conversation which took place.  
(Rptd w'ton 138).

Ref in Dept - <sup>(Minutes.)</sup> Tel 3pm attached

Distributed as on E 3012 / G.

Please see also E 2906 and E 2907/48/G.  
E 2907 is mainly of concern to the Refugee Department and I have accordingly suggested to Classification Branch that a copy should be entered also for them. I do not think that these further telegrams from Rome (which arise out of our representations about the sailing of illegal immigrant ships from Italian ports) affect the action prepared on E 2716/48/31. We still await the comments of H.M. Ambassador after consultation with Sir George Rendel. Meanwhile, Eastern Department would be grateful for the observations of the Refugee Department on these further papers.

Refugee Dept. <sup>✓</sup> first

J. G. S. Beith

(J. G. S. Beith)

9th April, 1947.

Refugee Dept are dealing with their entered copy of home tel 760. We should be far more sympathetic with the Italians if they did not make public pronouncements that they intend to do their best for Jewish refugees without mentioning their attitude to non-Jews, which is more than somewhat different. It is important to insist that no new entrants shall be permitted into UNRRA camps, and that all arrivals and departures be ~~noted~~ reported to the police. UNRRA should also be barred from giving assistance to d.p.s living outside camps. The Italian proposals seem quite reasonable, although they do not go far enough.

4 Wt Wilkinson 10/4  
4 Wt Wilkinson

G. B. Buckley 10/4 D. J. G. S. Beith

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FO 371 / 61804

E Green.

68

E2905

[This telegram is of particular secrecy and should be retained by the authorised recipient and not passed on]

Cypher/OTP

CABINET DISTRIBUTION

FROM ROME TO FOREIGN OFFICE

Sir N. Charles D. 10.42 a.m. 4th April, 1947  
No. 756 R. 1.00 p.m. 4th April, 1947

3rd April, 1947

Repeated to: Washington  
British Middle East Office Cairo,  
Paris,  
Vienna,  
Belgrade,  
Mr. Scarlett,

} Saving

u u u u u

Confidential.

Your telegram No. 651. E 2445 14<sup>05</sup> 10

In accordance with your instruction I have addressed a firmly worded note to the Italian Minister for Foreign Affairs (copy with my despatch No. 145). This note was handed to the Secretary General of Italian Ministry of Foreign Affairs on April 2nd by the Counsellor who drew attention to its importance and to the right of His Majesty's Government to expect that the Italian Government do everything possible to stop this clandestine traffic of Jews through Italy.

2. The Secretary General said that the Italian Government were just as anxious as His Majesty's Government to stop this abuse of their territory but that they found themselves in an impossible position. They were prevented by the Armistice and Peace Treaty from having an adequate army and police force and it was physically impossible to prevent Jews from slipping across the northern frontier in Italy, particularly in the summer months. It was not the fault of the Italian Government that certain of the Allies appear to be actively encouraging the illegal arrival of Jews on Italian territory. Once the Jews arrived in Italy they were immediately admitted without question to U.N.R.R.A. camps and obtained a standard food and living well above the majority of the Italian population. In their privileged position it was easy for them to make arrangements to get away along the Italian coast line and there again the inadequacy of the police force belonging to Italy made it impossible to exercise proper surveillance. The Counsellor replied that His Majesty's Government were aware of these difficulties but they nevertheless expected the Italian Government to do everything in their power to prevent the sort of thing that had happened in the case dealt with in my note.

3. My immediately following telegram contains summary of the Italian Government's latest proposals for handling Jewish "refugee" problem in Italy which forms part of comprehensive note on the whole refugee question in Italy just received. My comment after discussing with Sir G. Rendel will be given in a later telegram.

Foreign Office please repeat Washington as my telegram No. 158.

[Repeated to Washington].

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Reference:  
**FO 371/6189A**

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78 9947

Palestine

E 2906/G

69

EASTERN

27 APR 1947

E 2906/48/G<sup>31</sup>

Sir N Charles  
Rome

Dated 757  
and 33 Apr. 1947

Last Paper.

E 2905

References.

E 27(5)48/31

(Print.)

(How disposed of.)

Rpd w'ton.

(Action completed.)

(Index.)

35/5

W.H.

Next Paper.

(E 3012)

(E 2907)

28888 F.O.P.

Illegal immigration.

Reb to Rome re 756 | E 2905 (48/G).  
Transmits summary of passages from  
note of April 1<sup>st</sup> concerning Jewish  
refugees assisted by U.N.R.R.A.

(Rptd w'm 139.)

in Dept - ref <sup>(Minutes)</sup> <sup>for</sup> <sup>1</sup>  
Distributed as one E 3012/4  
See E 2905 & minute

Refugee / <sup>Answer</sup> <sup>75</sup>  
Dept.

J.S.Bain  
Apr. 9  
J.D. May 5

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Reference: FO 371/61894

E 2906

E/G

70

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Cypher/OTP

CABINET DISTRIBUTION

FROM ROME TO FOREIGN OFFICE

Sir N. Charles D. 11.00 a.m. 4th April 1947  
No. 757 R. 1.20 p.m. 4th April 1947

3rd April 1947  
Repeated to Washington

British Middle East Office Cairo)  
Paris  
Vienna  
Belgrade  
Mr. Scarlett

} Saving

c c c c c

E 2905/48/c

My immediately preceding telegram paragraph 3.

Following is summary of passages from Italian Government's note of April 1st concerning (Jewish) refugees assisted by U.N.R.R.A.

[Begins]

Refugees assisted by U.N.R.R.A. are almost all Jews.  
They are divided into

- (a) 12,000 in U.N.R.R.A. camps.
- (b) 7,000 in "Hachsharoths" i.e. self-organised Jewish settlements.
- (c) 5,000 receiving U.N.R.R.A. assistance outside the camps.

2. Italian Government point of view regarding three respective groups is as follows:-

- (a) Italian Government intends to reach agreements with U.N.R.R.A. and N.[gp. undec.]I.R.O.
- (b) These settlements should be converted into normal camps and later be taken over by International Refugee Organisation.
- (c) Must either decide to enter camps, or else be treated as refugees subject to Italian legislation governing resident aliens.

/ 3.....

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Reference: FO 371/61804

71

2

3. Ministry of Foreign Affairs emphasized that the numbers of Jews are continually increased by clandestine immigration into Italy. Such immigrants will be treated as illegal entrants and concentrated in an appropriate camp set up by the Italian authorities pending their disposal. The A.J.O.C. will be allowed to assist them in such a camp.

4. Jews in Italy tend mostly to make for Palestine. The Italian Government do their best to prevent clandestine departures for Palestine but this policy is contrary to Italian interests since in the absence of any other outlet for the Jews their numbers in Italy constantly increase. To enable this policy to be continued however Italian Government request His Majesty's Government to support the approach recently made through the Italian Embassy in London to U.N.R.R.A. (see paragraph 5 of my telegram No. 715). They also ask that as soon as immigration to Palestine is reopened priority should be given to Jews now in Italy - at least to those who arrived here before a date to be agreed.

[Ends]

6-2713/48151

Foreign Office repeat to Washington as my telegram No. 139.

[Repeated to Washington]

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### Reference:

~~EO~~ 371 61804

79	Palestine	E 2907/G
1947	PATERN	72

E 2907/48/G<sup>31</sup>

Sir N Charles  
Rome  
760  
Dated 3 Apr. 1947

Last Paper.

(E 2906)

References.

(Print.)

(How disposed of.)

Rptd w/tom.

(Action completed.)

*✓*

(Index.)

*W.H.*

Next Paper.

E 2981

28888 F.O.P.

Illegal immigration.

Rebs to Rome tel 756 (E 2905/48/G)

Transmits summary of passages in Italian Govt's note of April 1<sup>st</sup> dealing with refugees other than those assigned by U.N.R.R.A. Comments follow. (Rptd w/tom 140)

(Minutes.)

3 new receipts.

Distributed as one E 3012/G

Copy has been entered for

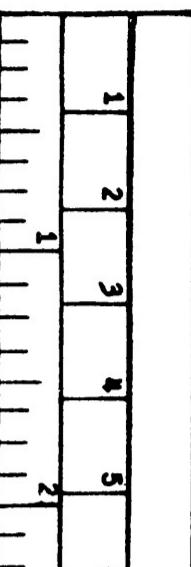
Refugee Dept. : this mainly concerns them.

See also E 2905 26

D.S. Being

Apr. 9

J.B. May 5



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FO 371/61804

E2907  
Cypher/OTP.

RE/6

73

DEPARTMENTAL NO. 2.

7 APR 1947  
FROM ROME TO FOREIGN OFFICE.

Sir N. Charles.  
No. 760. D. 11.44 a.m. 4th April 1947.  
3rd April 1947. R. 6.0 p.m. 4th April 1947.

Repeated to: Washington,  
Belgrade,  
Moscow  
and to  
Caserta (Mr. Scarlett) Saving.

W:W:W:W:W

E2905/48/C

My telegram No.756 paragraph 3.

Following is summary of passages in Italian note of April 1st referred to dealing with refugees other than those assisted by UNRRA.

2. These refugees can be divided into

(a) 12,000 in Allied Commission camps to be taken over in April by I.G.C.

(b) Tens of thousands of Slavs dependent on British Military Authorities (i.e. S.E.P.).

3. As regards (a) above the Italian Government intend to reach an agreement with I.G.C. regarding the latter's functions in Italy. But they cannot agree to any refugees (i.e. greys or blacks). [gps. undec.] Italy who are found unprotected and refused assistance by I.G.C. Refugees in these camps should be given freedom to opt for repatriation. Those unwilling to be repatriated will remain in I.G.C. camps, till the latter arrange their emigration.

4. As regards (b) above the Italian Government point out the political embarrassment caused by these peoples presence. They trust that the British Authorities will remove them from Italy (such as are unwilling to be repatriated) within 90 days of ratification of the Treaty. If it proves difficult to remove all in the time they could agree to a reduced number remaining provided these were taken over by I.G.C. or I.R.O. and dealt with like group (a).

[Ends].

5. No reference is made in the note either to Article 45 of the Peace Treaty or to the far more numerous (non-Jewish) refugees who are at large in Italy.

6. My comments will follow.

Foreign Office please repeat to Washington as my telegram No.140.

[Repeated to Washington.]

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Reference:-  
**FO 371/61804**

122

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74

1947

PALESTINE

E 2909

7 APR

Registry Number E2909/48/31  
 TELEGRAM FROM  
 Lord Inverchapel  
 No. Washington  
 Dated 2004  
 Received in Registry 3 Apr 47 SECRET  
 7 Apr 47

Last Paper.  
 E2907 (2626)

References.

(Print.)

(How disposed of)  
 Mr. Clifford Smith  
 (cc)  
 from M. Farrel  
 April 18

(Action completed.)

(Index.)

Next Paper.  
 (3535)

E2913

Illegal Immigration - U.S. assistance.

Refers to wire tel 1802 (E2621/48/31)  
 suggests commissioning some  
 well-known law firm to look closely  
 into the matter with a view to  
 an approach to the Attorney-General.

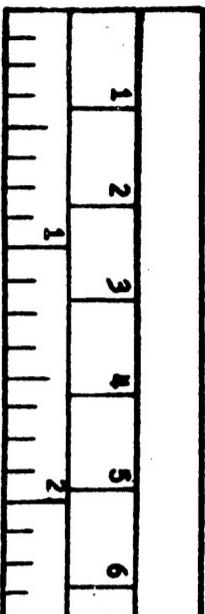
(Minutes.)

N. American Dgs.  
 Legal Advisor (for obs.  
 Mr. Evans

H. Beale 9/4

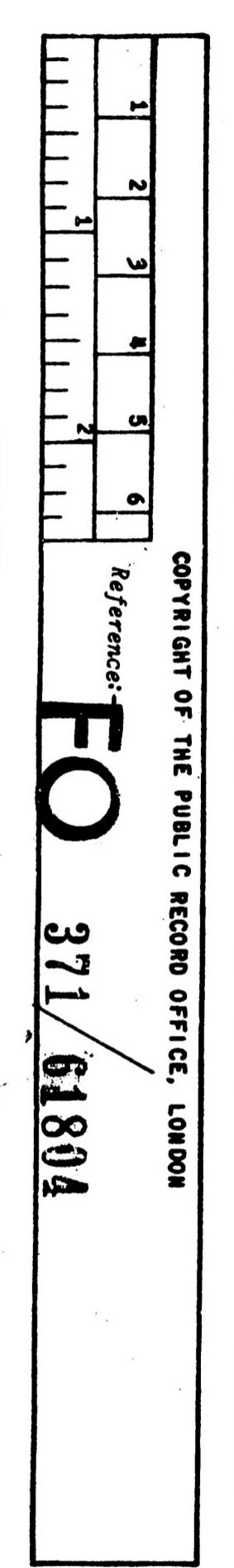
Although Coudert are a most  
 reputable firm, I should doubt whether  
 it would be worth the dollar expenditure  
 to consult them. If the State Dept.

is unable to move because of  
 political pressure, the Attorney  
 General is still more unlikely to  
 jeopardise his political future by  
 exposing himself to the full force  
 of enraged Zionism. Even if it  
 can be shown that we have a  
 good legal case - which would  
 seem open to doubt, as no illegal  
 immigrants are landed in U.S. ports -  
 and the authorities were willing to  
 act, the proceedings would be  
 dragged on from appeal to appeal  
 with attendant publicity, in the  
 most



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Reference: FO 371/61804



32008 F.O.P.

75

most unlikely event that we won,  
some slight technical change in  
method & operation would  
probably be sufficient to put the  
rest vessel beyond the law.

*ABd - J.A.*  
(signed) F. S. A. Rundall, 9/4

It is hardly possible to judge whether legal action  
whether effective legal action would be possible without  
knowing what the law is and what remedies it  
provides and I think there is something to be said  
for taking legal advice as suggested. That would not  
bind us to approach the A.G. or take legal proceedings.  
If upon further consideration of the matter in the light  
of the advice given we decided that it would be  
better not to do so. If on the other hand our legal  
case is strong, as it might be, and the remedies  
are appropriate, I should have thought that it  
would be difficult for the A.G. to refuse to take  
action. A refusal despite the law would perhaps  
provide us with ammunition against the U.S.A.  
Successful proceedings would at least demonstrate the  
illegality of what is going on and strengthen our  
position from a moral point of view. Some more  
publicity for our case might be quite a good thing.

*W.V.J. Evans*  
*W.V.J. Evans*  
9 April 1947

As/

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Reference:- FO 371/61804

NOTHING TO BE WRITTEN IN THIS MARGIN.

Minutes.

76

As Mr. Evans points out, we cannot judge from here what chance we have of taking successful legal action to prevent the sailing of vessels destined for the illegal immigrant traffic from the United States. It can therefore be argued that we should consult an American firm of lawyers, as tentatively suggested by the Embassy. Nevertheless, in the light of the opinion expressed by Mr. Rundall, I do not think we should be justified in incurring the necessary dollar expenditure. Even if we found that we have legal grounds for action (which I very much doubt), I do not think we should get any results for a long time and we should be subjected to unfavourable publicity. Though it is our policy to do everything possible to fight illegal immigration, I cannot recommend that we should consult American lawyers on this touchy subject.

H. G. S. Beith  
Mr. Beeth

(J.G.S. Beith)

9th April, 1947.

I agree with Mr. Rundall and Mr. Beith that we should have to weigh the risks involved very carefully before embarking on legal proceedings in the U.S.

On the other hand we should not be committed to taking any action by asking for a legal opinion, and this in itself would not cost much. I do not think we should turn down the Embassy's suggestion without first consulting the Colonial Office.

R. J. Garrison H. Beeth 9/4

Draft B.A.P. Let us consult the Colonial Office 10/4 10/4

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FO 371/61804

77

[This telegram is of particular secrecy and should be retained by the authorised recipient and not passed on.]

E 2909

Cypher/OTP      CABINET DISTRIBUTION

FROM WASHINGTON TO FOREIGN OFFICE.

Lord Inverchapel,      D: 6.30 p.m. 3rd April, 1947  
No. 2004.  
3rd April, 1947.      R: 1.30 a.m. 4th April, 1947.

A A A A

SECRET.

→ E 2626 / 48/31

My telegram No. 1802 - assistance in United States for illegal immigration into Palestine, paragraph 3.

As a result of the informal soundings we have taken to see whether there are any legal means open to us for preventing or delaying departure of ships from United States intended for the transport of illegal immigrants to Palestine, we are advised that there is little prospect of success unless we can prove to the satisfaction of the Attorney-General of the United States that a conspiracy is afoot to break the laws of the friendly country of Palestine. The Attorney-General might be moved to take such action if facts were produced, although it seems that a very careful search in law books would be required to find any strong and appropriate precedent.

2. It was pointed out to us that the political considerations affecting the problem were such as to make it virtually insoluble, since we were not dealing with contraband goods or war material but, as the case would present itself in this country, with very unfortunate victims of Nazi persecution.

3. It is evident that we shall get nowhere with the State Department. I should therefore be glad to know whether you would like us privately to commission some well-known law firm such as Ceudert of New York to look closely into the matter with a view to an approach to the Attorney-General. The political aspect of the problem would obviously necessitate extreme caution but we could, I think, rely for this on Ceudert as well as on his partner, Findletter, who is both able and keenly interested in Anglo-American relations. The first stage would necessarily be to find out whether legal action is open to us. It could then be decided whether such action should be taken in the light of the balance to be drawn between political repercussion here on the one hand and the loss of life and the serious embarrassment to His Majesty's Government caused by the situation in Palestine and Cyprus on the other. If further action is to be taken it would also be necessary to decide who is to be the plaintiff.

4. It should be borne in mind that the proposed consultation would involve a certain amount of expenditure.

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1947  
1 APR 1947  
1 APR 1947

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Reference: FO 371/61804

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Registry  
No. E 2909/48/31

Top Secret.  
Secret.  
Confidential.  
Restricted.  
Open.

Draft. J.G.S.B.

Mr. Trafford  
Smith,  
Colonial Office.

(From Mr. Baxter)

*P. Ganem*  
Copy of Washington  
tel. No. 2004

Mr. Baxter H.B. 11/4

B. Apr. 11

NOTHING TO BE WRITTEN IN THIS MARGIN.

3149 Wt. 26469/137 100m 9/46 (61) F.&S.

OUT FILE

7  
78

+ CC  
18 April, 1947.

Dear Trafford Smith,

I enclose a copy of Washington telegram No. 2004 of April 3rd suggesting that the Embassy might take American legal advice regarding the means open to us for preventing or delaying the departure from the United States of ships intended for the transport of illegal immigrants to Palestine.

We are not very sanguine about the possibility of our securing a basis for action under United States law. Nevertheless, we should not be committed to taking any action by asking for a legal opinion and this in itself would not cost a great deal. You should be grateful if you would let me have your views on the <sup>us</sup> matter before we reply to Washington.

~~Washington should be returned to the~~  
Embassy's suggestion. Yours Sincerely

*P. Ganem*  
(Sgt.) P. Ganem  
i. i. f.

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FO 371/61804

OUT FILE

FOREIGN OFFICE, S.W.1.

79

18th April, 1947.

(E.2909/48/31).

Dear Trafford Smith,

I enclose a copy of Washington telegram No. 2004 of the 3rd April suggesting that the Embassy might take American legal advice regarding the means open to us for preventing or delaying the departure from the United States of ships intended for the transport of illegal immigrants to Palestine.

We are not very sanguine about the possibility of our securing a basis for action under United States law. Nevertheless, we should not be committed to taking any action by asking for a legal opinion and this in itself would not cost a great deal. We should be grateful if you would let us have your views on the Embassy's suggestion.

Yours Sincerely

(Sgd) (P. Garvan)

Trafford Smith, Esq.,  
Colonial Office.

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Reference:- FO 371/61804

123

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80

1947

E. 2913

8 APR

PALESTINE

Registry Number } E2913/48/31.

TELEGRAM FROM

No. D.K.Rd.  
Dated Moscow,  
Received in Registry } 615.  
7 April 1947

Last Paper.

2909.

References.

(Print.)

(How disposed of.)

S. Migham 8.0.  
Dodd, admly  
Smith -  
Jackson 1115  
Barney  
April 8.

P.T.O.

(Action completed.)

GCM/18/4

(Index.)

APR 9 1948

Next Paper.

E2949

32003 F.O.P.

Illegal Immigration  
 Refer. T.O. at 0.99 (E 2888/48/31)  
 Itali, have today arrived to get.  
 Bidault, copy of letter follows by  
 fax.

(Minutes.)

Distributed as usual

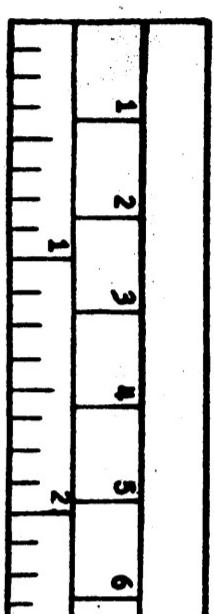
bennetadpt.

13 Apr 9

In P.P. McLean to M Bidault 7/4

15 Apr. 17

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 Reference:  
**FO 371/61804**

81

Mr. Mackay Clarke  
Paris  
April 19.

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Reference:

FO 371/61804

E 81A

[This telegram is of particular secrecy and should be retained by the authorised recipient and not passed on.]

Cypher/OTP

CABINET DISTRIBUTION

E 2913

FROM MOSCOW TO FOREIGN OFFICE 8 APR

(From United Kingdom Delegation to Council of Foreign Ministers)

No. 615

D. 3.24 p.m. 7th April, 1947.

7th April, 1947.

R. 4.42 p.m. 7th April, 1947.

Repeated to : Paris

MOST IMMEDIATE  
SECRET

MINIMUM

Your telegram No. 599.

Following from Secretary of State for Sir O. Sargent.

I have today written to M. Bidault. Copy of letter follows by bag.

Please pass Most Immediate to Paris as my telegram No. 158.

[Repeated to Paris Most Immediate.]

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FO 371/61804

1	2	3	*	5	6
1				2	

Reference:-

FO 371/61804

82

United Kingdom Delegation to the  
Council of Foreign Ministers,  
MOSCOW.

CONFIDENTIAL AND  
PERSONAL.

7th April, 1947.

Dear Monsieur Bidault,

I am sorry to have to add to your burden of work here in anyway, but I feel I must approach you about a matter which is at present causing His Majesty's Government the gravest concern.

This is the question of illegal Jewish immigration into Palestine. I understand that a considerable number of such immigrants have been coming from France and that a further ship, the s.s. "Guardian", carrying 2,000 Jews has just left Sete ostensibly for le Havre, but presumably, in fact, heading for Palestine.

The constant arrival of illegal immigrants off the coast of Palestine is, as I am sure you are aware, a serious aggravant to the situation in that territory, which is already difficult enough. Each time a ship carrying illegal immigrants is diverted to Cyprus, where already there is scarcely any room to accommodate

His Excellency  
Monsieur Georges Bidault.

them/

82

them, the signal is given for further outbreaks of terrorism, which often result in the loss of British lives.

Duff-Cooper has already made very strong representations to the French Government, asking them to take all possible steps to prevent illegal immigrants leaving France, and I understand from him that the Council of Ministers will consider the matter on the 8th April. I am therefore writing to you to ask you most earnestly whether you could represent to your Government the extreme importance we attach to the prevention of illegal immigration.

In this connexion I think you should know that we have approached a number of other Governments about this question. We are also counting on an appeal by the Secretary-General of the United Nations to all member states to co-operate with His Majesty's Government in their effort to prevent the Palestine problem from being aggravated by further illegal immigration.

IV

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Reference:-

**FO**      371 / 6180A

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Reference:-

FO 371/61804

84

E  
out with 2913

Sir Orme Sargent.

E 2913 / 48 / 31

With the Compliments  
of the  
Secretary of State.

U.K. Delegation, Moscow.  
7th April, 1947.

85

I really should be most appreciative if  
you could do anything to help in this matter.

Yours sincerely,

(Sd.) ERNEST BEVIN

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Reference:

FO 371/61804

NOTHING TO BE WRITTEN IN THIS MARGIN.

Registry  
No.

Draft  
Mr Ashley Clarke  
Paris  
from Mr Garran

agreed with Sir A  
Humboldt by telephone,  
Western Dept. first

J.B. Apr. 17

~~Illegal~~ immigration  
into Palestine is, after  
all, the <sup>key</sup> to the  
Palestine problem on  
which they <sup>are</sup> ~~feel~~  
most strongly.

~~Confidential~~  
~~Hallfield~~

OUT FILE

86

19 Ahm

OC

My dear Ashley,

It has occurred to us that  
the French Govt., in allowing  
Jewish illegal immigration  
to Palestine  
to continue unchecked  
from French ports, are  
running the risk of  
alienating Arab opinion  
generally and thereby  
weakening  
the position in N. Africa  
which they are at present  
at such pains to maintain.

I think it might  
be useful for you to  
have

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Reference:

FO 371/61804

87

have this consideration in mind during your talks with Bousquet. We have no intention of blackmailing the French over this but they ought to realise in their own interests the damage that their open support of illegal immigration may do them <sup>throughout</sup> ~~in~~ the Arab world.

R.G.  
✓ 18/4

Yours ever,  
(Sgd.) Peter Gaman.  
(P. Gaman)

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Reference:-

FO 371/61894

88

OUT FILE FOREIGN OFFICE, S.W.1.

(2913/48/31).

19th April, 1947.

CONFIDENTIAL

My dear Ashley,

It has occurred to us that the French Government, in allowing Jewish illegal immigration to Palestine to continue unchecked from French ports, are running the risk of alienating Arab opinion generally and thereby weakening the position in North Africa which they are at present at such pains to maintain. Immigration into Palestine is, after all, the aspect of the Palestine problem on which the Arabs feel most strongly.

I think it might be useful for you to have this consideration in mind during your talks with Bousquet. We have no intention of blackmailing the French over this, but they ought to realise in their own interests the damage that their open support of illegal immigration may do them throughout the Arab world.

Yours ever

(Sqd.) Peter Garran.

(P. Garran).

H. Ashley Clarke, Esq., C.M.G.,

PARIS.

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Reference:-

FO 371/61804

124

E

89

1947

PALESTINE

E 2949

9 APR

Registry Number } E2949/48/31.

TELEGRAM FROM

No. 11 Ad.

Dated Moscow

Received in Registry } 6x1.

8 April 1947  
9 - -

Illegal Immigration  
 Ref ID: Morcov 61 615- (E2913/48/31)  
 Late. M. Bidault stated yesterday  
 evening that he had sent a strong  
 telegram to Paris.

Last Paper.

2913.

References.

(Print.)

(How disposed of.)

(Action completed.)

✓ C 11/4

(Index.)

✓ 11/48

Next Paper.

E2981

(Minutes.)

Papers are in action. This is  
 satisfactory and should help to  
 secure an early and favourable  
 reply from the French Cabinet  
 to our request for discussions.

Western Dept.

J.W.H.

D.S. Seimus

Apr. 9

We must press for a reply from the French.

P.G.  
✓ 9/4

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FO 371/61804

E 2949

90

[This telegram is of particular secrecy and should  
be retained by the authorised recipient and not passed  
on] 9 A.R.

Cypher/OTP

CABINET DISTRIBUTION

FROM MOSCOW TO FOREIGN OFFICE

(From United Kingdom Delegation to Council of  
Foreign Ministers)

No. 641  
8th April, 1947.

D. 2.25 p.m. 8th April, 1947.  
R. 4.35 p.m. 8th April, 1947.

Repeated to Paris Immediate.

Q Q Q

IMMEDIATE  
SECRET

My telegram No. 615. *E 2949/47(1)*

Following from Secretary of State for Sir O.  
Sargent.

M. Bidault told me yesterday evening that he  
had sent a strong telegram to Paris.

Please repeat to Paris as my Immediate telegram  
No. 142.

[Repeated Immediate to Paris and copy  
sent to Sir O. Sargent].

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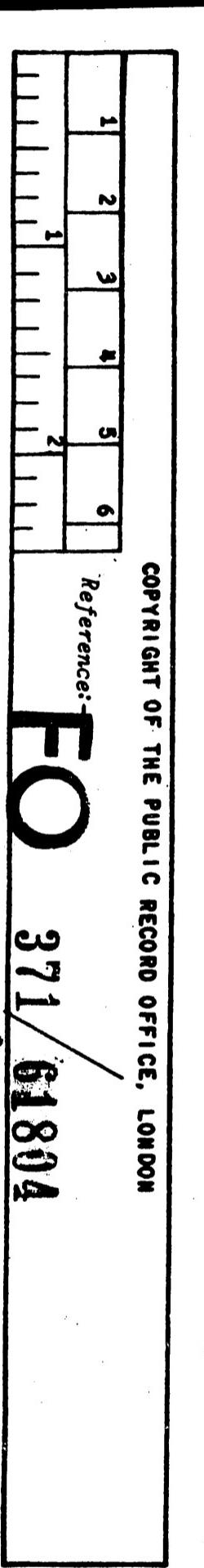
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Reference:

FO 371/61804.



<p>1947 80</p> <p>E 2981/48/G.</p> <p>St. Yorales Panamanian seq. to Mr. Bent CL-526 Dated 1 April Received 3 April</p>	<p>Palestine EASTERN</p> <p>E 2981 /G 91 19 APR 1947</p> <p><u>Illegal immigration ships</u></p> <p>Reps to F.O. letters (E 2972/48/G) Greek information regarding Compania de Navegacion Ellanica S.A."</p>
<p>Last Paper. E 2907</p> <p>References.</p> <p>(Print.)</p> <p>(How disposed of.) 8) Mr. Scheer M15 Mr. Gallyay 15 April.</p>	<p>(Minutes.)</p> <p><i>[Handwritten notes]</i></p> <p>Copy M15 [initials] and [initials] refe. B. Apr. 9</p>
<p>(Action completed.) <i>25-10-4</i></p>	<p>(Index.) <i>W.H.</i></p>
<p>Next Paper. E 3012</p>	



E  
LEGACION DE PANAMA

No. CL-526  
EAM

3 APR 1947

London, 1st April, 1947

119  
E 2272/48/G

E 2981

RC

19 APR 1947

Dear Mr. Beith,

I have the pleasure to refer to your confidential letter E 2272/48/G dated the 27th March, 1947 and in reply I would like to say the following:

From my personal investigation I have discovered that, although, at some time or other, the "Compañia de Navegación Ellanita S.A." had started certain negotiations with Captain G.A.Fokias, they soon enough realised the, shall we say "unreliability" of Captain Fokias, and severed their connections with him. I am told that they so informed the Admiralty.

The Chairman and principal shareholder - in fact the virtual owner - of the company is Mr. Rudolph Charles Ellerman, of Marley Corner, near Haslemere, Surrey, England. His reputation is quite good, references excellent, and there appears to be no cause to believe that he may become involved in doubtful transactions.

I can therefore safely say that I do not personally believe that the vessels would be used for anything but legitimate purposes. I could not of course accept any responsibility in this respect as, in this troubled world of ours, nothing is really quite certain.

*Yours sincerely*  
*Eusebio A. Morales*

J.G.S. Beith, Esq.,  
Foreign Office,  
S.W.1

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Reference:  
FO 371/61804

126

E

1947

PALESTINE

E 2996

93

10 APR

Registry Number } E2996/48/31

FROM

C.O.

No.

Comm'd.

Dated

5 April, 1947

Received in Registry

10 April, 1947.

Interception of Illegal Immigrant Ships

Refers to correspondence between LE MAITRE and MARTIN (E2119 148/31).

Urges that question of interception and diversion of illegal immigrant ships should be reconsidered urgently.

Last Paper.

2981

References.

(Print.)

(How disposed of.)

(Minutes.)

There is much force in what the C.O. say. We have done what we can to help them (see Sir R. Howe's letter of April 1st in E2119). But the Admiralty now have very cold feet about the interception of ships and may be difficult to budge : they will however at least have to agree to the matter going again to the Lord Chancellor.

MR Evans  
Mr Beeler 12/4

B.S. Beirn  
Apr. 10  
(BEIT)

RC  
16/4

(Action completed.)

(Index.)

17/4  
9/4/48

Next Paper.

E 3012

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1	2	3	4	5	6

Reference: FO 371/61804

Ent. Dep'nt

194  
11

With the compliments of

the Under Secretary of State  
for the Colonies. Sir T. K. Lloyd.

E. 2996

10 APR

Colonial Office,  
Downing Street,  
5 - 4. 1947.

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Reference:

FO

371/61804.

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Colonial Office,  
Downing Street,  
S.W.1.

95

5<sup>th</sup> April, 1947.

76021/54/47 SECRET

Dear Lang,

Since the Cabinet decided on 19th December (C.M.(46) 107th Conclusions) not to proceed with the Admiralty proposal that certain categories of illegal immigrant ships should be arrested on the high seas and diverted to Cyprus, the Admiralty and the Colonial Office have been examining a suggestion that interception and diversion might be practised if the flag States of the vessels concerned had given prior agreement to this action. The views of the Board of Admiralty strongly opposing this suggestion are set out in Le Maitre's letter to Martin of 7th March. Howe has now given the Foreign Office opinion in his letter of 1st April, of which he sent a copy to Le Maitre from which you will see that the Foreign Office consider that, provided the formal agreement of the flag State is obtained, there would be no grounds for complaint about subsequent interception either from the flag State or the national State of the owner.

I of course realise how reluctant the Admiralty must be to open the door to developments in international maritime law which may work to our disadvantage, but I imagine from your advocacy of the original proposals submitted to the Cabinet, that your objections will be largely removed if it is clear, as Howe's letter suggests, that there is no question of introducing any new principle of law.

The

J.G.LANG, ESQ., C.B.

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Reference: FO 371/6180A

96

The Colonial Office reasons for wishing to divert ships to Cyprus are set out in Martin's letter to Le Maitre of 7th March. The importance of avoiding the incidents which accompany the arrival of ships in Haifa is illustrated by the very serious outrage against the oil depot within an hour of the berthing of the San Filipo on the night of the 30/31 March. As you may know, there is a strong probability that a large Honduran ship, the "President Warfield", with accommodation for several thousand, will be sent to Palestine in the near future. The arrival of large numbers at Haifa - numbers certainly beyond the capacity of the transports used for the Cyprus haul - would create a most difficult situation, particularly if it were necessary to disembark these people and hold them in temporary detention in Palestine, and we are sure you will agree that we must do everything possible to avoid this. Doubtless the storm would be weathered, but only at the cost of increased strife and bitterness and British casualties. It is only in connection with activities to further illegal immigration that there is still a bond of sympathy between the Jewish community and the terrorists and we are anxious to avoid any possible occasion for a rapprochement.

My Secretary of State hopes, therefore, that you will reconsider the view that interception and diversion cannot be undertaken and that the Admiralty will now feel /able

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Reference:

FO 371/61804

97

able to agree that His Majesty's ships should be instructed to send to Cyprus any illegal immigrant ship either

- (a) whose flag state has agreed to interception; or
- (b) whose registration certificate has been withdrawn at our request.

If you feel, in view of the Lord Chancellor's earlier views on this subject expressed in CP.(46), 463, that we should not proceed without consulting him further we should, of course, see no objection; but either you or we should, we feel take the matter up with him at a very early date. I emphasise the necessity for a quick decision, since I believe that the "President Warfield" has now left Philadelphia.

I am sending a copy of this letter to Orme Sargent.

Sgt. C. J. Jeffries  
(for Lloyd who is away)

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EO 371/61804

		Palestine	E3012	IG	98
#81	ACTION				
E3012 148/G.	<u>Alleged immigration</u>				
Sir N. Charles Rome 786	Reps to Rome to yrs (E2906/48/G) Report's interview w/ Sir G. Pender and Sir N. Charles with representative of UNRRA.				
Dated 9 April Received 10 April					
Last Paper.  E2981	(Minutes.)				
References.  E2915/48/G E2916/48/G LIC 124/48/48	Please see also E.3190/G which deals at length with the problem of the A.J.D.C.				
(Print.)	2. As regards the present telegram, Sir Noel Charles does not add very much to the recommendations he has previously made in connexion with the first Italian note. Action has been taken in accordance with these recommendations and the points raised in Paragraphs 7 and 8 within have been met. We have supported the Italian Government's démarche both in London and Washington on the basis of their first note of March 20th. We have also written to the Control Office to point out the importance of preventing the A.J.D.C. and Zionist agents from infiltrating into I.R.O. in the same way as they did into U.N.R.R.A. Rome telegram No. 824 will give the Control Office further ammunition in this connexion.				
(How disposed of.)  8) H10 (Mr Scherzer) CD (Mr Higham) Hindeboldt, Adly Mr E. Smith Mr Garney  COGR (Mr J.W. Irving)	3. Perhaps Refugee Department will let us have their observations on these papers with particular reference to the question whether any further action is needed on the second Italian démarche of April 1st. I understand from a minute by Mr. Warner on another paper that General Rooks is due to pass through London at the end of this month. Possibly we might then tackle him on this whole question.				
(Action completed.)  SF 14/5	<u>J.G.S. Beith</u> J.G.S. Beith. 17th April, 1947.				
Index.)  W.H.	<u>Refugee Dept. first</u>				
Next Paper.  E3067 (E3190)	Although agreeing with the suggestions contained in paragraph 9 of Rome telegram 786 that our best line would be to insist that persons who voluntarily leave a camp in Austria or Germany should forfeit the right to U.N.R.R.A. assistance, I believe that sooner or later we shall have to ban all assistance for new arrivals. Otherwise I.R.O. will become a permanent travel agency providing aid and comfort for any person who decides he would like to travel. As U.N.R.R.A. is doing nothing now/ 28888 F.O.P.				

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Reference: FO 371/61804

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99

2.

now for the few odd political refugees who have left their countries of origin since May, 1945, I do not think that any possible injustice to them would outweigh the very real advantages of halting and repelling the Jewish exodus.

2. We should also take up the point about U.N.R.R.A.'s discrimination against non-Jews very strongly. Their defence, as given in paragraph 3, that they were acting on Central Committee instructions, is very dubious, since we should have protested in no uncertain manner had such discriminatory measures been proposed at the Central Committee.

3. It would be useful if Sir G. Rendel could be provided with a 'blacklist' of known or suspected Zionist sympathisers whom we do not want to see enrolled in the ranks of I.R.O.

4. We should also try and hamstring the A.J.D.C. as much as possible. In the first place, we should press for I.R.O. to agree to the proposals contained in paragraph 7 of Rome telegram 824. We should also continue to do all we can to prevent or delay the A.J.D.C. from receiving the funds due to it under the Paris Agreement on reparations.

5. I think that, provided we can amass the necessary evidence, we should make no bones about taking up the whole question of the A.J.D.C. with the State Department.

*A. W. H. Wilkinson*

(A. W. H. Wilkinson).  
18th April, 1947.

I agree

*E. B. Bootby* 18/4

I agree with Mr. Wilkinson's Minute but think, reference his paragraph 5, that it would be as difficult to amass the evidence against the A.J.D.C. as it has been against U.N.R.R.A. It is important that we should take all precautions to prevent I.R.O. from repeating U.N.R.R.A. form in the future whether directly or by sheltering A.J.D.C. The Control Office have been briefed on this point for Germany and Austria. It remains to consider what can be done in Italy.

2. I think that the Italian Note of April 1st (Rome Telegram 757 ---- E.2906) may give us an opening. We can tell the Italian Government that we entirely sympathise with their point of view as set forth in paragraphs 2 and 3 of the telegram. Subject to the views of Embassy, Rome, I think the Italians could properly ask U.N.R.R.A. in Italy what discussions they have had with the Preparatory Commission of I.R.O. regarding the handling of the refugee and D.P. side of their present activities, intimating they they are not satisfied with the present arrangements and that they will require the Preparatory Commission of I.R.O. to enter into a ~~fresh~~ agreement with them before I.R.O. commences to function. They would then impose the conditions mentioned and others calculated to prevent A.J.D.C./

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Reference:

FO 371/61804

Minutes.

100

3.

A.J.D.C. ~~is~~ privateering of the kind described in Rome Telegram 824 (E.3190). In this connection see paragraph 2 (c) of Rome Telegram 786.

P. I. Brewster

18th April, 1947.

Mr Edward Warner (Examiner D.C.L.)

Commander Jackson raised with the Minister of State on the 16<sup>th</sup> April the criticisms of UNRRA in this matter (see pages 2 & 3 of attached draft record).

We have since had Washington comments (Washington telegram No 2311 of 17<sup>th</sup> April) and certain Italian reactions (Rome tel. No 902 of 18<sup>th</sup> April), all of which point to cautious handling.

So far as E.R. Dept are concerned, we are most anxious that nothing should be done to complicate or wind up phase of UNRRA, which will be full of minor difficulties.

At one instance, Senior Staff are remaining on and refusing others

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[Letter  
accorded]

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Reference:

FO 371/6180

other jobs. As pointed out in Washington tel. No 2311, we clearly cannot suspect the principal Senior Staff of complicity in the illegal immigration traffic. The UNRRA Staff are being decreased rapidly and, however much the Senior Staff may wish to do to help, <sup>responsible staff</sup> they are now too thin on the ground to be able to prevent such things as the improper use of UNRRA uniforms etc.

In view of Commander Jackson's conversation with the Minister of State and the contents of Room telegram No 824, I doubt whether the matter should be raised with General Roots; in fact I hope the whole <sup>business</sup> ~~matter~~ will be handled as quietly & informally as possible so far as UNRRA is concerned.

*E Warner*  
April 22

W.B. Stevens 22/iv  
P.J. 23/4 I

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EF 3190/G.

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Reference: FO 371/61804

I have discussed these minutes again with Mr. Boothby, of the Refugee Department, and suggest that, in the light of Mr. Warner's minute, we should now limit ourselves to the action already taken on E 2716/48/31.

As Mr. Warner says, there are serious disadvantages in continuing to ~~battle~~ UNRRA on this subject, while it is clear that from a practical point of view we shall get no particular results from doing so, now that UNRRA is "running down" so rapidly. Our main efforts should now be directed towards:-

(a) stopping the A.J.D.C. and similar bodies from achieving the same position with I.R.O. as they had with UNRRA (see our letter to the Control Office on E 2716); and

(b) preventing the A.J.D.C. from securing further funds from blocked German assets in Sweden and Switzerland, with which question the Refugee Department are dealing as a matter of urgency.

D. S. Baird

(J.G.S. Beith)

24th April, 1947.

I agree. I think Refugee Dept have  
papers about A.J.D.C. and their undesirable  
- 15 - W. The Please

activities. Could they please  
(a) State what is already being done to  
control them.

(b) suggest anything more that might  
be done.

be done.

It rather looks as though the illegal  
immigration traffic, at present centred on  
France may be switched to Italy in the  
near future.

Refugee Debt

R. Garrison  
25/4

~~Replies~~

We have not been able to trace any 'Wk' pp on the undesirable activities of the AJDC, although we are

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Reference:- EO 371 R180A

are well aware of them.

103 The only measures which we are pursuing to thwart their plans are those mentioned in Mr. Berlin's minute above. The AJDC have told the State Department that they are running short of funds. Any measures which can hold up the supply of funds to the AJDC or to any Jewish relief organisation operating in Germany, Austria or Italy will impede illegal emigration.

The "marshalling yard" of illegal immigration seems to be in the U.S. zones of Germany & Austria. If life for Jews in those zones becomes harsher, then there is a very strong possibility that the weaker brethren will start to return to Poland. Others may, of course, try to reach Palestine in desperation, but desperate measures are fraught with danger and may imperil the whole well-organized plan.

I think that our best plan now should be to make certain that IRO does not follow the UNRRA line, and that in particular it should ~~not~~ use any Jewish organisation as its agents for running d.p. camps. We are also anxious that it should refuse assistance to any person who has left a camp of his own free will.

Amsterdam 29/1

C. Edward 2/1

PL  
1/15

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Reference:

FO 371/61804

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104

Cypher/OTP CABINET DISTRIBUTION

FROM ROME TO FOREIGN OFFICE

Sir N. Charles  
No. 786

D. 6.44 p.m. 9th April, 1947

R. 10.35 p.m. 9th April, 1947

9th April, 1947

Repeated to: Washington,  
British Middle East Office Cairo Saving,  
Paris Saving,  
Vienna Saving  
Belgrade Saving  
Leghorn Saving  
Berlin Saving

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IMPORTANT

SECRET

W.R. My telegram No. 757.

E2906/15

At meeting referred to in paragraph 9 of my telegram No. 769, Sir G. Rendel and I tackled U.N.R.R.A. representatives on the allegations made by Ministry of Foreign Affairs in their note of March 20th which were reported in paragraphs 1 and 2 of my telegram No. 713. We stressed apparent failure of U.N.R.R.A. Missions to co-operate in preventing illegal movement of Jews and cited various cases which have come to my knowledge in recent months in which groups of Jews have illegally crossed the frontier from Austria to Italy in vehicles with U.N.R.R.A. markings. In some of these cases Jews stated on enquiry that U.N.R.R.A. was arranging their passage to Palestine.

2. Reply of U.N.R.R.A. representative was on the following lines:

(a) as regards illegal entry into Italy they claimed that responsibility must rest with civil and military authorities in control of frontiers. It was of course always possible for U.N.R.R.A. markings on vehicles to be imitated and for U.N.R.R.A. documents to be forged.

(b) As regards assistance to Jews arriving in Italy they said that every application to their mission was carefully screened by U.N.R.R.A. standards of eligibility and only those were assisted who were found eligible under existing instructions issued by European Regional Office of U.N.R.R.A. They did not however exclude possibility of assistance being wrongly given in certain cases by subordinate officials acting without authority.

(c) As regards control over their camps they point out that U.N.R.R.A. was non-political organisation with no police force of its own. It was up to the Governments of the respective countries to take such police measures as they thought necessary and U.N.R.R.A. missions would always comply with the regulations issued by those

Governments ...

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Reference:

FO 371/61804

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105

(8)

Governments, or in the case of disagreement refer to higher U.N.R.R.A. authority.

(d) They also explained that the fact that majority of persons in U.N.R.R.A. camps were admittedly Jewish was partly at least due to these being the only displaced persons who could not be repatriated. Numerous non-Jewish persons had passed through their camps but had now been sent home and Jews were non-repatriable residue. In reply to Sir G. Rendel's questions however, they were unable to produce very convincing figures on this point except possibly in regard to Poless and they were also unable to answer Sir G. Rendel's point that in principle and unless U.N.R.R.A. resolution 98 was applied U.N.R.R.A. should only concern itself with potential repatriates.

3. We pointed out that the effect of instructions issued by European Regional Office appeared to be that instead of applying I.R.O. criteria as provided for in U.N.R.R.A. resolution 99 criteria were enforced which favoured Jewish refugees against innocent political dissidents from e.g. Yugoslavia. U.N.R.R.A.'s representatives did not seriously dispute this but claimed that the decision had been taken by Central Committee in Washington and that they were powerless to alter it.

4. We also made it clear that while we did not expect U.N.R.R.A. to exercise physical control of frontier the fact that it was widely known in Jewish camps in Austria that Jews seeking to reach Palestine illegally were assured of food and shelter in U.N.R.R.A. camps in Italy must act as a strong incentive. U.N.R.R.A. representatives did not seriously dispute this but repeated that they were merely carrying out instructions of Central Committee.

5. General Rooks added that any new decision by Central Committee or European Regional Office which might lead to refusal of assistance by U.N.R.R.A. in Italy to Jews claiming to have been persecuted in Eastern Europe would be strongly resented by American public opinion.

6. In the light of the above discussion my comments on Italian note reported in my telegram under reference are as follows. I fear that U.N.R.R.A. case is not easy to assail. As I have said before (c.f. my telegram No. 714) it is always difficult to bring home to heads of U.N.R.R.A. evidence of improper activities on the part of their staff. On the other hand there is no doubt that, as they point out, responsibility for physical control over frontiers and camps must rest with the civil and military authorities concerned. In spite of the difficulty of controlling wild mountainous frontiers I think that Italian Government could possibly, though I doubt it, have done more than they have in this direction (although their intention reported in paragraph 5 of my telegram under reference of segregating future illegal entrants in an Italian camp is a good sign, and may prove effective). Moreover so long as U.N.R.R.A. Mission here is instructed by European Regional Office (acting on decisions of the Central Committee) to assist all Jews arriving in this country who claim to be victims of persecution, the mission here will be technically on fairly strong ground. Sir G. Rendel points out, however, that instructions in question seem difficult to reconcile with U.N.R.R.A. mandate.

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106

(3)

7. Nevertheless all evidence shows that U.N.R.R.A. must bear a share of responsibility for this illegal traffic if only by the encouragement which their policy has given the Jews in Austria and beyond to try to get into Italy and use it as a jumping-off ground for Palestine and I therefore suggest as proposed in my telegram No. 714 that it is most important that His Majesty's Government should strongly support Italian Embassy's recent demarche to U.N.R.R.A. in London. It is also for consideration whether the matter should not now be taken up again with the Central Committee of U.N.R.R.A. in Washington. I gained the impression at our meeting that the matter of Italian complaint could not be settled by European Regional Office of U.N.R.R.A. and that it was strongly advisable to take it up at highest level. To this end I could if you agree suggest to the Italians to put their complaints to Central Committee in Washington through their representative.

8. A serious additional difficulty is the pre-Zionist character of many subordinate officials of U.N.R.R.A. It would obviously be too much, especially at this late stage, to expect a purge of these people though these at the top if they are sincere in their professions of goodwill ought undoubtedly to do more to control their subordinates. I would, however, draw attention to paragraph 10 of my despatch No. 54 of February 6th in which I emphasised the need for trying to ensure that these elements should not be allowed to continue their activities under the wing of future I.R.O. I am sure that we should insist at highest level on I.R.O. being provided with an impartial staff. Sir G. Rendel has promised to take this matter up strongly with Mr. Altmeier when he next sees him and to press the point at impending meeting of the Preparatory Commission so as to ensure as far as possible that in recruiting its personnel from U.N.R.R.A. - which is at present practically the only available field for large scale recruitment - known Zionist sympathisers are as far as possible excluded.

9. As regards U.N.R.R.A. assistance to Jews arriving in Italy it would obviously be difficult, in view of American public opinion, to get existing instructions modified as Italian Government have requested (see paragraph 5 (2) of my telegram No. 713) so as to exclude persons who have voluntarily abandoned places of residence. The latter would no doubt continue to claim successfully that they were in fact victims of persecution. Moreover this might exclude possibility of assistance to other non-Jewish refugees e.g. fugitive Slovaks who would be covered by I.R.O. definitions. I suggested therefore our best line would be to concentrate on the point raised in paragraph 3 (1) of my telegram 713 i.e. to insist that persons who voluntarily leave a camp in Austria or Germany in which they have been receiving assistance should forfeit the right of assistance by U.N.R.R.A. in Italy.

10. I am telegraphing separately my observations about American Joint Distribution Committee who are also accused by Italian Government in their note summarised in my telegram No. 713.

Foreign Office please repeat to Washington as my telegram No. 146.

[Repeated to Washington].

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Reference:

FO 371/61804

*Mr. Jarrel*

*Mr. Jarrel*

Draft Note of Conversation between Minister of State and Mr. Mayhew with Commander Jackson.

Definitely  
Commander Jackson, Senior Director General of UNRRA, called on the Minister of State on the 16th April. Mr. Mayhew was present during part of the conversation.

1. I.R.O.

Commander Jackson said that he had explained to Mr. Altmeyer during the recent UNRRA Conference in Rome the many practical difficulties of getting I.R.O. started in view of the fact that the UNRRA commitment for displaced persons expired on the 30th June. UNRRA were anxious to do everything possible to enable I.R.O. to come into existence. It would, however, be necessary for I.R.O. to have funds with which to pay their staff as from the 1st July. So far as UNRRA was concerned, this meant that arrangements for paying the staff, <sup>to be</sup> taken over by I.R.O. from UNRRA must be set in hand not later than the 20th May. The staff concerned were scattered and required to be paid in a variety of currencies, which meant complicated arrangements, particularly as regards family allowances for the benefit of those with families in ~~their~~ countries of origin. He said that Mr. Altmeyer was leaving for the United States that afternoon to do his utmost to overcome the United States complications. The necessary legislation was already going through Congress, but even when it had passed through Congress there was <sup>still</sup> the question of appropriations. It was going to be very difficult for the latter to be through in time for I.R.O. staff to be paid as from the 1st July.

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FO 371/61804

108

The Minister of State pointed out that there was the further difficulty that the I.R.O. Agreement was still short of three signatures, including that of Australia. Commander Jackson thought that it should be possible to get the Australian signature and two other signatures in time if the matter were energetically pursued with the Governments concerned. He had seen the Pope on this subject and hoped the Vatican would use their good offices to obtain a South American signature as a large percentage of the displaced persons were Roman Catholics. He was much more troubled by the American difficulties and feared that Congress might tie strings to their appropriations, e.g. stipulating that dollars would only be made available simultaneously with contributions from other member countries. In order to overcome any difficulty of this kind, Commander Jackson hoped that State Department would arrange for the Bill to be amended so that, say, \$10,000,000 would be made available as an advance without any strings.

Commander Jackson said that UNRRA were going ahead making services available to I.R.O. against repayments later, although they had no authority to use their funds in this way. The I.G.C.R. were also helping where possible. The UNRRA Administration proposed to inform the Central Committee in due course ~~of the~~ and say that they proposed to continue this policy unless objection was raised.

Commander Jackson said that the senior key staff remaining with UNRRA were doing their best to ensure an orderly winding up of the Organisation, but he ~~called attention~~ <sup>complained of</sup> the the

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irritating pin prick criticisms. For instance, he said it had been put to Mr. Altmeier that, in taking over UNRRA staff, he should be careful to see that the UNRRA tail did not try to wag the I.R.O. dog. This had been upsetting to Mr. Altmeier, as it was inclined to make him think that UNRRA personnel were being dumped on I.R.O. Another case to which General Rocks, Sir Humphrey Gale and General Lewis were sensitive, was that of allegations recently made in discussions at Rome that UNRRA was facilitating illegal Jewish emigration to Palestine. The fact of the matter was that Jews were using UNRRA uniform and this was not a matter which UNRRA, particularly in their demobilisation period, could easily prevent. He thought that there was a limit to the pin pricks in such matters to which the senior staff could stand and they might throw in their hand if irritated beyond a certain point.

With regard to the size of the I.R.O. staff, Commander Jackson said that he <sup>had</sup> advised Mr. Altmeier to contract the I.R.O. accounting work out to a firm of Chartered Accountants. The Minister of State agreed, and thought this would be a cheaper system.

#### 2. Winding up of UNRRA.

Commander Jackson said that he had discussed the whole position with Sir E. Bridges. He considered that the Administration had regained control of the financial situation in UNRRA after 18 months hard work on this subject. No scandal was now likely to arise. On the other hand, various factors were making the final run down period very difficult, notably the American insistence on cut off dates ruthlessly applied, and the

limitation now applied by the United

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Kingdom to the use of sterling for purchases in soft currency countries, following on the decision to make sterling convertible under the Anglo/American Loan Agreement. Commander Jackson said that it was essential that UNRRA should have a small area of convertibility whatever happened, for the final phase of the run down and suggested a figure of between £1,000,000 and £1,500,000.

On the staff side, Commander Jackson himself was anxious to be relieved of his duties within a few weeks. Before going he was anxious to do everything possible to facilitate the ~~entry into~~ operation of I.R.O., and to see that the final phase of the programme in China was properly organised. He also wanted to satisfy himself with arrangements for the financial run down. General Gale wished to leave <sup>as soon</sup> as the 30th June, but General Lewis would continue until August or September.

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World Food and Fuel Situation.

Commander Jackson said that his latest travel round the world impressed on him that in the winters of 1947-48 and 1948-49 as regards food and fuel the situation was likely to be worse in every way than in 1946-47. European countries were now very little better off than when UNRRA went in. The worst position was, however, in the Middle East and the Far East, which areas he regarded as being in a most explosive state. Any major disturbances in that area would throw the world food position completely out of balance. The Minister of State said that His Majesty's Government could not consider setting up any special machine to compete with the situation. Commander Jackson replied that ~~he~~ was not suggesting this, particularly as there would be no question of the Americans agreeing. He was, however, extremely worried about the position and especially about its effects on the United Kingdom, which was particularly vulnerable. Once world confidence in the food situation broke, producers would hoard and a very serious situation would immediately arise. It was necessary to look 18 months ahead in these matters.

Yugoslavia.

In reply to a question by the Minister of State, Commander Jackson said that the Yugoslav Government had handled the situation very badly and very stupidly politically. He thought that General Rooks would be asked to inspect the position when he visited Belgrade. The fact was that the general picture had not been bad in October 1946, but the Yugoslav

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FO 371 61804

Government should have undertaken a ruthless policy of live stock slaughter. They did not do so and are now to blame for their cereals running out before the next harvest. He thought the Yugoslavs would certainly have a difficult time until late June. He did not foresee any wholesale starvation although a few old people might die. The State Department were firmly opposed to helping the Yugoslavs. In reply to a question from the Minister of State, whether any surplus potatoes would be available <sup>for</sup> Yugoslavia, Commander Jackson said he did not think so.

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FO 371/61804

Pipe Jam

Ellen

113

## Cypher/OTP

**DEPARTMENTAL NO. 2.**

FROM WASHINGTON TO FOREIGN OFFICE

Lord Inverchapel, D. 9.08 p.m. 17th April, 1947.  
No. 2311  
17th April, 1947. R. 4.45 a.m. 18th April, 1947.

Reposted to Rome.

— 1 —

**IMPORTANT**

Your telegram No. 3672.

## Illegal immigration into Palestine.

In view of considerations advanced in Rome telegram No. 824, do you still wish us to take action suggested in last sentence of your telegram under reference

2. In any event, I do not think that any discussion in the central committee of UNRRA could have profitable result at this stage, and I hope therefore that Italians will not be encouraged to take the matter there. I believe we can handle it better by direct discussion with Katzen, and with less likelihood of difficulties with the Americans.

3. We are accordingly taking the matter up with him informally and in general terms at once, so as to make sure he is aware of your concern before he leaves for the United Kingdom early next week. But before taking any more formal action I should be grateful for a summary of points contained in Minister of State's letter to Sir Humphrey Gale as we would like any communication we make to be as concrete as is possible in the circumstances.

4. As regards reference in paragraph 5 of Rome telegram No. 824 to "High UNRRA Personalities" I doubt if Rooks, Jackson or Katzen are in Zionist camp. Nor presumably is General Gale. Has His Majesty's Ambassador the UNRRA mission in Italy chiefly in mind. Second enclosure in your despatch number 3068 of 1946 indicated that at that time trouble was thought to lie in Italy and even more in Central Europe. Does general picture in that document in your view still hold good?

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Reference:-  
E-0 371/61804

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114

Cypher/OTF

DEPARTMENTAL NO. 2

FROM ROLE TO FOREIGN OFFICE

Sir N Charles.

No. 902 D. 1. 24p.m. 19th April, 1947.  
19th April, 1947. R. 7. 10p.m. 19th April, 1947.

Repeated to Washington

2 2 2

Your telegram No. 3,672 to Washington.

Italian Ministry of Foreign Affairs are embarrassed by the reports in certain Italian newspapers that Foreign Office spokesman revealed that the Italian Government had officially protested against U.N.R.R.A.'s assistance to illegal Jewish immigration (my telegram No. 713). The Ministry are under fire from American journalists and Director of U.N.R.R.A.'s Italian Mission is angry.

2. The Ministry feel that publicity about these delicate negotiations with U.N.R.R.A. should be avoided as far as possible.

Please repeat to Washington as my telegram No. 169.

[Repeated to Washington].

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FO 371/61804

128

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115

1947

PALESTINE

E 3013

II AFR

Registry  
Number E 3013/48/31.FROM Ministry of Transport  
No. 1  
Dated 11 April 1947  
Received in Registry

All legal Immigration  
 Translith copy of letter from H.S.T. Edwards  
 to Mr. Higham 34689 of April 8 referring  
 to correspondence (I.E. 1616/48/9) concerning  
 the International Convention for the  
 Safety of Life at Sea 1929 with questions  
 of U. S. port ships carrying illegal  
 immigrants from French ports to Palestine.

Last Paper.

(Minutes.)

3012

References.

2009/48/31  
843/48/9.

(Print.)

(How disposed of.)

AS. 26<sup>th</sup> March.  
B.O.Y.  
  
M.Wood.  
M. Transport.  
28 April

P.T.O.

(Action completed.)

(Index.)

PCW/15/5  
9/4/48

Next Paper.

53067

32003 F.O.P

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This seems to me a very complicated question, but, as we now have the views of the Ministry of Transport and of our own Legal Advisers, we should presumably brief the Paris Embassy and other Missions concerned on the line they should take with the Governments to which they are accredited. As regards Paris, this action will fit in rather well with the representations we have recently made and the Safety at Sea point is one which should be brought out in discussions with the French authorities, should the French Cabinet agree to hold such discussions.

It would be very valuable if we could have Mr. Evans' views on the present letter from the Ministry of Transport and, if possible a brief summary of the line we could best take with the French and other Governments with regard to the departure of overcrowded vessels.

Mr. Evans first.

J.G.S. Beith

(J.G.S. Beith)

14th April, 1947.

I think that the Ministry of Transport's statement of the legal position is correct.

As regards our approach to foreign States in this matter, we can in the first place ask them to prevent the departure from their ports of overloaded,

overloaded/

116

overloaded or unseaworthy ships and in this connection it will help if we can point to specific provisions in the laws of the states concerned authorising the controls which we suggest.

In the case of those States which are parties to the International Convention for the Safety of Life at Sea, 1929, and the International Convention respecting Load Lines, 1930, we can go further and (a) insist on their observing their obligations under the Conventions in respect of their own ships, and (b) argue that, in respect of foreign ships, Article 1 of the Safety of Life at Sea Convention, whereby contracting Governments undertake to take all steps necessary to give the Convention full and complete effect, and Article 1 of the Load Lines Convention, which contains a similar undertaking, require them to exercise the rights of control which they have under Articles 56 and 16 of the Conventions respectively and generally to see that the precautions contemplated by the Conventions are observed.

We might also, in briefing our representatives abroad, draw attention to Regulation XXII of Annex 1 of the Safety of Life at Sea Convention in the manner of para. 4. of my minute of 27 Feb 47 on E.1616/G.

There are no provisions in the Conventions relating specifically to overcrowding of vessels, but an overcrowded vessel might fail to comply with the safety requirements of the Conventions if for instance the life saving apparatus was insufficient for all the passengers.

*W.V.J. Evans*  
W.V.J. Evans.  
16th April, 1947.

Draft attached

J. B. Smith  
Apr 24

Mrs. Woods (Ministry of Transport) suggests (by telephone) the following amendments:

1. Para 3(b) - For "56" read "54"

2. Para 5 - add at end: "and crew, according to the standard laid down in the convention."

Mrs. Marsh (Board of Trade) has no comment to make on the draft.

Draft can now issue  
JB Apr. 30

Art. despatch.

8 Paris	N <sup>o</sup> 589
3 Brussels	344
6 Hague	250
10 Stockholm	145
5 Copenhagen	199
1 Roma	402
2 Belgrade	336
4 Bucharest	199
1 Athens	280
7 Lisbon	134

(restaged) May. 10

8. *W. J. Evans*  
Bridgeman P.O.,  
Dodd's adm'ty  
dates 11.15.  
M. Noord.  
M. Transport  
May 18  
8) Mrs. Marsh, B.O.T.  
May 14

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Reference: FO 371/61804

NOTHING TO BE WRITTEN IN THIS MARGIN.

Registry  
No. E 3013/48/31

Top Secret.  
Secret.  
Confidential.  
Restricted.  
Open.

JGSB

IMMEDIATE

Sir,

Draft.

Despatch

Paris

Brussels

The Hague

Stockholm

Copenhagen

Rome

Belgrade

Bucharest

Athens

g/k/m the  
Dept should  
return  
P&T  
compliance  
in traffic  
JESB

Copies to:

Colonial Office

Admiralty <sup>and</sup> M.I.5

(the usual ~~names~~)

x My. Transport (av.)

✓ 25/4 wood

Mr. Hayward,  
Library

Mr. Vincent Evans  
First

JB Apr 24

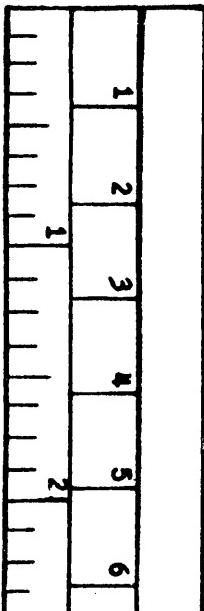
Footnote {

(1) "Treaty Series No. 34 (1932)", Cmd. 4198, and "State Papers", Vol. 132, p. 568. country/

(2) "Treaty Series No. 35 (1932)", Cmd. 4199, and "State Papers", Vol. 132, p. 568.

+ 2 white flimsies placed.  
Foreign Office, S.W.1.

April, 1947.



Reference: FO 371/61804

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118

country in which you reside authorising the control of departures in this manner and I suggest that you should consult your local legal advisers on this point.

3. In the case of those States which are parties to the International Convention for the Safety of Life at Sea and the International Convention respecting Load Lines it will be possible for H.M. Representatives to go further in their representations and:-

- (a) insist on these States ~~observing~~<sup>carrying out</sup> their obligations under the Conventions in respect of their own ships and
- (b) argue that, in respect of foreign ships, Article 1 of the Safety of Life at Sea Convention, whereby contracting governments undertake to take all steps necessary to give the Convention full and complete effect, and Article 1 of the Load Lines Convention, which contains a similar undertaking, require them to exercise the rights of control which they have under Articles 56 and 16 of the Conventions respectively and generally to see that the precautions contemplated by the Conventions are observed.

The following States are parties to the two Conventions:-

International Convention  
for the Safety of Life  
at Sea 1929

International  
Convention respecting  
Load Lines 1930

Insert attached list

*list attached*  
*too many for this  
space! See separate  
list which can either  
be inserted here or  
copied as annex.*  
AM/25/P4

or/

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Reference:-

EQ 371/61804

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NOTHING TO BE WRITTEN IN THIS MARGIN.

? Delete as  
only non-ratification  
is that of Paraguay  
in rest of load lines  
convention  
Add 2/3/4

119  
- 3 -  
of these the following States have so far failed  
to ratify the respective conventions.

4. As regards the obligations of States, parties to the 1929 Convention in respect of foreign ships in their ports, you will note that regulation XXII of Annex 1 of the Convention provides inter alia that whenever an accident occurs or defect is discovered which affects the safety of a ship to which the Convention applies or the efficiency of its life-saving equipment, or whenever any important repairs or renewals are made to such a ship, it shall be subjected to survey to ensure that it complies with the requirements of the Convention.

By Article 10 of the Convention each contracting State binds itself to take measures to apply and enforce the principle of the above regulation and to secure that, from the point of view of safety of life, the ship is fit for the service for which it is intended. The occasion for the survey contemplated by regulation XXII might of course arise when a ship is in a foreign State bound by the Convention and I consider that you can claim that in such event the Convention lays on that State the obligation to ensure that the ship does not put to sea unless the requirements of the Convention are complied with. The Load Lines Convention of 1930 gives a limited right of control under

Article 10/

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Reference:

FO 371/61804

120

Article 10 similar to that given by Article 54 of the 1929 Safety at Sea Convention: ~~but~~  
~~however~~ unfortunately neither Convention imposes an obligation to prevent ships from putting to sea but only a limited right of control by which they may ensure that foreign ships to which the Convention applies comply with it.

5. There are no provisions in the Conventions relating specifically to the overcrowding of vessels but you should bear in mind that an overcrowded vessel might fail to comply with the safety requirements of the Conventions if, for instance, the life-saving apparatus ~~were~~ insufficient for all the passengers.

6. I am sending a similar desp.  
to H.M.R.R. at

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Reference:- FO 371 / 61894					

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[International Convention for the  
Safety of life at sea, 1929]

United Kingdom  
Canada  
Australia  
New Zealand  
South Africa  
India  
Irish Free State  
Burma

Argentine Republic  
Belgium  
Brazil  
Bulgaria  
China  
Chile  
Denmark  
Egypt  
Finland  
France  
Germany  
Greece  
Hungary  
Iceland  
Italy  
Japan  
Netherlands  
Norway  
Panama  
Poland  
Portugal  
Romania  
Soviet Union  
Spain  
Sweden  
United States of America  
Yugoslavia

[International Convention<sup>121</sup>  
respecting Load Lines, 1930]

United Kingdom  
Canada  
Australia  
New Zealand  
South Africa  
India  
Irish Free State  
Burma  
Newfoundland

Argentine Republic  
Belgium  
Brazil  
Bulgaria  
China  
Chile  
Cuba  
Denmark  
Egypt  
Finland  
France  
Germany  
Greece  
Hungary  
Iceland  
Italy  
Japan  
Mexico  
Netherlands  
Norway  
Panama  
Peru  
Poland  
Portugal  
Romania  
Siam  
Soviet Union  
Spain  
Sweden  
United States of America  
Uruguay  
Yugoslavia

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(Paraguay signed but has  
not ratified the load lines  
(convention))

WITH MR. R.S.F. EDWARDS' COMPLIMENTS.

*enter 122*

3449.

COPY.

Ministry of Transport,  
Berkeley Square House,  
W.l.

76021/46

E : 3013

[ ] AFR [ ]

8th April, 1947.

CONFIDENTIAL.

Dear Higham,

I am writing with reference to your letter of the 14th February to Beith at the Foreign Office, and to his reply of the 13th March under reference E 1616/48/G, about connecting the International Convention for the Safety of Life at Sea, 1929, with the question of ill-found ships carrying illegal Jewish immigrants to Palestine from French ports.

2. The primary question in this matter seems to be, what is the nationality of the ships used? If a ship is French the Safety Convention would apply and the French are clearly under obligation to require compliance with the relevant provisions of the Convention as a condition of allowing the ship to sail.

3. If a ship belongs to a Safety Convention country other than France and has the appropriate valid Convention certificate, the control which may be exerted in a French port is limited by the terms of the Convention. Article 54 would permit intervention by the French Authorities in the circumstances indicated in the second part of the first paragraph

J. Higham, Esq.,  
Colonial Office,  
Downing Street, S.W.1.

/of

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Reference:

FO 371/61804

123

S-05 7

of the Article.

4. If a ship belongs to another Safety Convention country but is not in possession of the appropriate valid Safety Convention certificate, the ship can claim no privileges under the Convention (see Article 55) and would be subject to the provisions of French law concerning foreign ships in general.

5. The Safety Convention does not limit the action that may be taken against a ship that does not belong to a Safety Convention country, and she would be subject to the relevant provisions of French law. A note containing information available in this Ministry about relevant provisions of French law is enclosed.

---

6. We do not, of course, know how far French maritime officials, in dealing with ships as are referred to in paragraphs 4 and 5 above, are guided by instructions that take into account considerations of French national policy towards the countries to which the ships belong, but H.M. Government are surely entitled to claim that such considerations ought not to react unfavourably against the U.K., particularly in relation to the United Kingdom administration of Palestine under international mandate.

7. In general, it might be argued that France, having subscribed to the Safety Convention, has a moral obligation to impose reasonable safety

/standards

124

standards (which ought not to be below those of the Convention) on all ships leaving her ports.

8. The position in relation to the International Load Line Convention, 1930, is much the same.

9. I am sending copies of this letter to Beith, Chadwick and Dodds.

Yours sincerely,

(Sgd.) R.S.F. EDWARDS.

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Reference:-

EO 371/61894

1	2	3	4	5	6
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125

Loi du 16 Juin 1933 sur la sécurité  
de la navigation maritime.

Article 2. All French vessels must have a "permis de navigation".

Article 3. All French passenger vessels (i.e. carrying more than 12 passengers) must have also a Safety Certificate.

Article 12. Before leaving a French port, all vessels, of whatever nationality, are subject to an inspection ("visite de partance") to establish that the vessel is in a good condition of navigability and that all arrangements have been made to assure the safety of the ship, the crew and the persons embarked, in conformity with the regulations made under Articles 5 and 30 (which relate to construction, sub-division, freeboard, engines, life-saving appliances, radio telegraphy, etc. etc.). The Article gives powers of detention if the vessel cannot proceed to sea without danger to the crew or the passengers.

Article 21. Foreign vessels entering a French port are, in general, subject to the requirements of this law. Foreign vessels embarking passengers must always have a "permis de navigation" and a Safety Certificate. Foreign vessels, when taking passengers, are not subject to certain formalities if they hold "Convention" documents subject, however, to the provisions of the Convention (and this presumably includes the provisions of Article 54 of the Convention). They remain, however, in all cases subject to "visites de partance" (see Article 12 above).

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Reference:

FO 371/61804

Ministry of Transport.  
8th April, 1947.

Registry  
No. E 3013/48/31

Top Secret.  
Secret.  
Confidential.  
Restricted.  
Open.

*TOP SECRET*  
Draft. despatch to:

Paris	No. 589
Brussels	No. 340
The Hague	No. 250
Stockholm	No. 145
Copenhagen	No. 199
Rome	No. 402
Belgrade	No. 336
Bucharest	No. 199
Athens	No. 280
Lisbon	No. 134

NOTHING TO BE WRITTEN IN THIS MARGIN.

*Mr. S. L. Balfour*  
*SOA*

Copies to:

Colonial Office  
Admiralty } usual  
M.I.5 } names  
Ministry of Transport  
(Mr. Wood).

*PL*  
*3/5*

10 dfls OUT FILE them 126  
+ 4 C

FOREIGN OFFICE, S.W.1.

10th *May*, 1947.

IMMEDIATE

Sir,  
I have had under consideration the use which  
I am anxious that Your Excellency should  
bear in mind in  
the representations to the foreign  
Governments to which you are accredited on the  
subject of Jewish illegal immigration to  
Palestine, of the provisions of the International  
Convention for the Safety of Life at Sea, 1929  
(i), and the International Convention  
respecting Load Lines, 1930 (2). The texts of  
these instruments should be available to you  
but, if they are not, copies will be sent to  
you on request.

2. It will greatly assist H.M. Government  
in their efforts to prevent illegal immigration  
into Palestine if the vessels which are being  
used for this traffic can be held up at the  
ports at which they are waiting to embark  
passengers. Even a short delay is of  
assistance to H.M. Government, though, of course,  
the longer a vessel can be immobilized the  
better. Many of these vessels are quite  
unseaworthy and the normal practice of the  
organisers of the traffic is to overload  
the limited amount of tonnage they possess in  
order to carry the maximum number of illegal  
immigrants to Palestine; and although there  
are no provisions in the two Conventions  
above mentioned relating specifically to the  
overcrowding of vessels, an overcrowded vessel  
is likely to fail to comply with the safety

requirements/

(1) Treaty Series no. 34/1932 (Cmd. 4198) and State Papers Vol. 132,  
K.568.

(2) Treaty Series no. 35/1932 (Cmd. 4199) and State Papers Vol. 132 K.558.

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1	2	3	4	5	6

Reference:  
**FO 371/61804**

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121

requirements laid down in the Conventions, if, for instance, the life saving apparatus falls short of the standard laid down in the Conventions for all the passengers and crew.

It may therefore be taken for granted that, for almost every vessel in which illegal immigrants embark, the provisions of one or both of the above mentioned Conventions are violated.

3. I shall be glad therefore if you will make whatever general representations you consider most appropriate to the Government to which you are accredited to apply the full force of the provisions of the two Conventions to illegal immigrant vessels seeking to sail from their ports. Moreover, whenever you have information of the impending departure of an illegal immigrant vessel you should make urgent and pressing representations in that specific connexion. ~~with regard to it.~~ XXX

xxxxxxxxxxxxxxxxxxxxxx  
xxxxxxxxxxxxxx which you are  
xxxxxxxxxxxxxx As regards vessels of ~~the~~ own  
flag I would naturally expect the Govt.  
to which you are accredited to carry out  
all their obligations under the two  
Conventions. In respect of foreign vessels,  
you should urge that, in accordance with the  
provisions of Article 1 of the Safety of  
Life at Sea Convention, whereby contracting  
governments undertake to take all steps  
necessary to give the Convention full and  
complete effect, and of Article 1 of the  
Loadlines Convention, which contains a  
similar undertaking, they should exercise  
the rights of control conferred upon them

under/

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Reference: FO 371/61804

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under Articles 54 and 16 of the respective Conventions and generally see that the ~~provisions~~ contemplated by the Conventions are observed.

4. As regards the obligations of States parties to the 1929 Convention in respect of foreign ships in their ports, you will note that regulation XXII of Annex I of the Convention provides inter alia that whenever an accident occurs or a defect is discovered which affects the safety of a ship to which the Convention applies or the efficiency of its life-saving equipment, or whenever any important repairs or renewals are made to such a ship, it shall be subjected to survey to ensure that it complies with the requirements of the Convention. By Article 10 of the Convention each contracting State binds itself to take measures to apply and enforce the principle of the above regulation and to secure that, from the point of view of safety of life, the ship is fit for the service for which it is intended. The occasion for the survey contemplated by regulation XXII might of course arise when a ship is in a foreign State bound by the Convention and I consider that you can claim that in such event the Convention lays on that State the obligation to ensure that the ship does not put to sea unless the requirements of the Convention are complied with. The Load Lines Convention of 1930 gives a limited right of control under Article 10 similar to that given by Article 54 of the 1929 Safety at Sea Convention: unfortunately however neither

Convention/

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Reference: FO 371/61804

129

Convention imposes an obligation to prevent ships from putting to sea but only a limited right of control by which they may ensure that foreign ships to which the Convention applies comply with it.

5. You should moreover reinforce your representations by drawing attention to specific provisions in the Laws of the Country in which you reside authorising the control of departures of unseaworthy or overcrowded vessels. You should consult your local legal advisers for guidance on this point.

6. For your information the following States are parties to the two Conventions:-

International Convention  
for the Safety of Life  
at Sea 1929.

United Kingdom  
Canada  
Australia  
New Zealand  
South Africa  
India  
Irish Free State  
Burma

Argentine Republic  
Belgium  
Brazil  
Bulgaria  
China  
Chile  
Denmark  
Egypt  
Finland  
France  
Germany  
Greece  
Hungary  
Iceland  
Italy  
Japan  
Netherlands  
Norway  
Panama  
Poland  
Portugal  
Roumania  
Soviet Union  
Spain  
Sweden  
United States of America  
Yugoslavia

International Con-  
vention respecting  
Load Lines 1930.

United Kingdom  
Canada  
Australia  
New Zealand  
South Africa  
India  
Irish Free State  
Burma  
Newfoundland

Argentine Republic  
Belgium  
Brazil  
Bulgaria  
China  
Chile  
Cuba  
Denmark  
Egypt  
Finland  
France  
Germany  
Greece  
Hungary  
Iceland  
Italy  
Japan  
Mexico  
Netherlands  
Norway  
Panama  
Peru  
Poland  
Portugal  
Roumania  
Siam  
Soviet Union  
Spain

Sweden/

NOTHING TO BE WRITTEN IN THIS MARGIN.

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Reference:

FO 371/61804

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130

International Convention  
respecting load lines  
1930

Sweden  
United States of America

Uruguay

Yugoslavia

(Paraguay signed but has not  
ratified the Load Lines  
Convention).

8. This despatch is being addressed  
to H.M. Representatives at Paris, Brussels  
The Hague, Stockholm, Copenhagen, Rome,  
Belgrade, Bucharest, Athens, Lisbon.

MM  
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Reference:-

EO 371/61804

International Convention for  
the Safety of Life at Sea 1929.  
(contd.)

Argentine Republic  
Belgium  
Brazil  
Bulgaria  
China  
Chile  
Denmark  
Egypt  
Finland  
France  
Germany  
Greece  
Hungary  
Iceland  
Italy  
Japan  
Netherlands  
Norway  
Panama  
Poland  
Portugal  
Roumania  
Soviet Union  
Spain  
Sweden  
United States of America  
Yugoslavia

International Convention  
respecting Load Lines 1930.  
(contd.)

Argentine Republic  
Belgium  
Brazil  
Bulgaria  
China  
Chile  
Cuba  
Denmark  
Egypt  
Finland  
France  
Germany  
Greece  
Hungary  
Iceland  
Italy  
Japan  
Mexico  
Netherlands  
Norway  
Panama  
Peru  
Poland  
Portugal  
Roumania  
Siam  
Soviet Union  
Spain  
Sweden  
United States of America  
Uruguay  
Yugoslavia  
(Paraguay signed but has not  
ratified the Load Lines  
Convention).

7. The texts of these two instruments should be available to you, but if they are not, copies will be sent to you on request.

8. This despatch is being addressed to His Majesty's  
Representatives at Paris, Brussels, The Hague, Stockholm, Copenhagen,  
Rome, Belgrade, Bucharest, Athens, Lisbon.

I am, with great truth and respect,  
Sir,  
Your Excellency's obedient Servant,  
(For the Secretary of State)

I am, with great truth and regard,  
Sir,

Your obedient Servant,  
(For the Secretary of State)

I am with great truth,  
Sir,

Your obedient Servant,  
(For the Secretary of State)

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Reference:- FO 371/61804

132

## OUT FILE

FOREIGN OFFICE, S.W.1.

No.

May, 1947.

(E 3013/48/31)

IMMEDIATERESTRICTED

Sir,

I have had under consideration the use which can be made in representations to foreign Governments on the subject of Jewish illegal immigration to Palestine, of the provisions of the International Convention for the Safety of Life at Sea, 1929 (1), and the International Convention respecting Load Lines, 1930 (2).

2. It will greatly assist His Majesty's Government in their efforts to prevent illegal immigration into Palestine if the vessels which are being used for this traffic can be held up at the ports at which they are waiting to embark passengers. Even a short delay is of assistance to His Majesty's Government, though, of course, the longer a vessel can be immobilized the better. Many of these vessels are quite unseaworthy and the normal practice of the organisers of the traffic is to overload the limited amount of tonnage they possess in order to carry the maximum number of illegal immigrants to Palestine; and although there are no provisions in the two Conventions above mentioned relating specifically to the overcrowding of vessels, an overcrowded vessel is likely to fail to comply with the safety requirements laid down in the Conventions, if, for instance, the life saving apparatus falls short of the standard laid down in the Conventions for all the passengers and crew. It may therefore be taken for granted that, for almost every vessel in which illegal immigrants embark, the provisions of one or both of the above mentioned Conventions are violated.

3. I shall be glad therefore if Your Excellency will make whatever general representations you consider most appropriate to the Government to which you are accredited to apply the full force of the provisions of the two Conventions to illegal immigrant vessels seeking to sail from their ports. Moreover, whenever you have information of the impending departure of an illegal immigrant vessel you should make urgent and pressing representations in that specific connexion. As regards vessels of their own flag I would naturally expect the Government to which you are accredited to carry out all their obligations under the two Conventions. In respect of foreign vessels, you should urge that, in accordance with the provisions of Article 1 of the Safety of Life at Sea Convention, whereby contracting governments undertake to take all steps necessary to give the

you

/Convention

---

(1) Treaty Series No. 34/1932(Cmd. 4198) and State Papers  
Volume 132, page 568.

(2) Treaty Series No. 35/1932 (Cmd. 4199) and State Papers  
Volume 132, page 558.

His Excellency  
The Right Honourable  
A. Duff Cooper, D.S.O.,  
etc., etc., etc., Paris No. 549

His Excellency  
Sir Hugh Knatchbull-Hugessen, K.C.M.G.,  
etc., etc., Brussels No. 344

His Excellency  
Sir Nevile Bland, K.C.M.G., K.C.V.O.,  
etc., etc., etc., The Hague No. 250  
J.T. Henderson, Esq.,  
etc., etc., etc., Stockholm No. 145  
C.N. Stirling, Esq., etc., etc., etc.,  
Lisbon. No. 134.

His Excellency  
Mr. A.W.G. Randall, C.M.G., O.B.E.,  
etc., etc., etc., Copenhagen No. 199

His Excellency Sir  
Sir Noel Charles, Bt., K.C.M.G., M.C.,  
etc., etc., etc., Rome No. 402

His Excellency  
Mr. C.B.P. Peake, C.M.G., M.C.,  
etc., etc., etc., Belgrade No. 336  
A. Holman, Esq., C.M.G., M.C.,  
etc., etc., etc., Bucharest No. 199

His Excellency  
Sir Clifford Norton, K.C.M.G., C.V.O.,  
etc., etc., etc., Athens No. 290

1	2	3	4	5	6

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Reference: FO 371/61804

133

Convention full and complete effect, and of Article 1 of the Load Lines Convention, which contains a similar undertaking, they should exercise the rights of control conferred upon them under Articles 54 and 16 of the respective Conventions and generally see that the precautions contemplated by the Conventions are observed.

4. As regards the obligations of States parties to the 1929 Convention in respect of foreign ships in their ports, you will note that regulation XXII of Annex I of the Convention provides inter alia that whenever an accident occurs or a defect is discovered which affects the safety of a ship to which the Convention applies or the efficiency of its life-saving equipment, or whenever any important repairs or renewals are made to such a ship, it shall be subjected to survey to ensure that it complies with the requirements of the Convention. By Article 10 of the Convention each contracting State binds itself to take measures to apply and enforce the principle of the above regulation and to secure that, from the point of view of safety of life, the ship is fit for the service for which it is intended. The occasion for the survey contemplated by regulation XXII might of course arise when a ship is in a foreign State bound by the Convention and I consider that you can claim that in such event the Convention lays on that State the obligation to ensure that the ship does not put to sea unless the requirements of the Convention are complied with. The Load Lines Convention of 1930 gives a limited right of control under Article 10 similar to that given by Article 54 of the 1929 Safety at Sea Convention: unfortunately however neither Convention imposes an obligation to prevent ships from putting to sea but only a limited right of control by which they may ensure that foreign ships to which the Convention applies comply with it.

5. You should moreover reinforce your representations by drawing attention to specific provisions in the Laws of the Country in which you reside authorising the control of departures of unseaworthy or overcrowded vessels. You should consult your local legal advisers for guidance on this point.

6. For your information the following States are parties to the two Conventions:-

International Convention for  
the Safety of Life at Sea 1929.

United Kingdom  
Canada  
Australia  
New Zealand  
South Africa  
India  
Irish Free State  
Burma

/Argentine

International Convention  
respecting Load Lines 1930.

United Kingdom  
Canada  
Australia  
New Zealand  
South Africa  
India  
Irish Free State  
Burma  
Newfoundland

/Argentine

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**FO 371/61804**

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Class ..... *371*

Piece ..... *61804*

Following document(s) retained in the

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*E3067/48/31*

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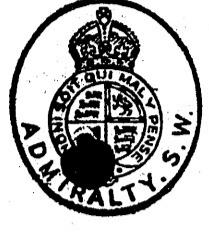
Reference:-

**FO 371/61804**

	Palestine	E3068 /G	134
83	EASTERN		
31			
E3068/48/G.		use of landing craft for illegal immigration purposes	
<p>Mr. Dodde Addy to Mr. Smith MOS9433/47 dated 1 April Received 11 April</p>		<p>Reports that landing craft have passed into hands of Societa Trasporti di Almanacco and asks that Sir N. Charles should take up the matter with the Italian Govt.</p>	
Last Paper. (E3067)		(Minutes.)	
References. 3237/48/91.		See action on E3067 1g B. Apr. 14	
(Print.)			
(How disposed of.)			
(Action completed.)		(Index.)	
AF 22/4		W.H.	
Next Paper. (E3069)			

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1					

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Reference: FO 371/61804



WHI. 9000  
Ext. 86

M.059733/47  
TOP SECRET.

9 APR 1947

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Easter green 15  
E3068

135

ADMIRALTY, S.W.1.

11 APR 1947  
1st April, 1947.

My dear Beith,

In February last year the Chiefs of Staff gave approval for the disposal of a large number of landing craft to approved authorities in the Mediterranean such as Governments or Oil Companies on condition of no resale.

2. Among the craft so disposed of were L.C.Ts 136, 147 and 265. We now hear that these craft have passed through several hands and now belong to the Società Trasporti di Armamento, a Jewish organization run by the notorious Giovanni Pinter. Although at least two of these L.C.Ts are understood to be aground near Gallipoli, and in any case so unseaworthy as to be unlikely to be used for illegal immigration, we feel that a strong protest should be made to the Italian Government against their slackness in allowing the vessels to fall into the wrong hands.

3. The craft were sold to them for the rehabilitation of their internal economy and it is intolerable that they should allow them to be used for any other purpose, let alone for one so inimical to our interests.

4. We are endeavouring to obtain exact information about the conditions of the original sale, but in the meantime we should be very glad if you would inform Sir Noel Charles and ask him to take the matter up strongly with the Italian Government. He might feel inclined to consult with the Flag Officer Liaison, Italy, who is fully in the picture.

Yours sincerely,

*C. G. Abbotts*

J. G. S. Beith, Esq.,  
Foreign Office,  
S.W.1.

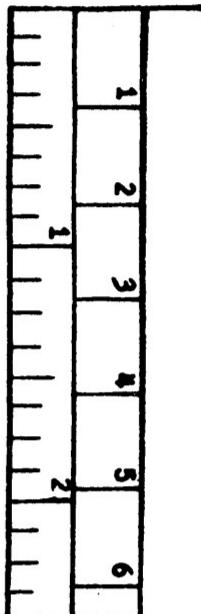
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Reference: FO 371/61804

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RECEIVED  
11 APR 1947  
SENT TO DEP.  
11 APR 1947

	Palestine	E3069 /G 136
84	EASTERN	
<u>E 3069 /48/G</u>	<u>Illegal immigration</u>	
Athens 148	Re: M.F.O. 425 (E2644/48/G) The note to M.F.A. 124 2) 1 April requesting assistance in stopping illegal immigration traffic.	
Dated 1 April Received 11 April		
Last Paper. <u>(E3068)</u>	(Minutes.)	
References.	Copy co. 1 M15 usual names	
(Print.)	Southern Ops. 1b/4 15 Apr. 12	
(How disposed of.) 2) Mr Higham CO Mr Scher M15 ✓ 15 April		
Action completed. 3/18/4	Index. H.P.	
Next Paper. <u>(E3123)</u>		
30471 F.O.P.		



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Reference:- FO 371/61804

142  
No. 127 (46/78/47)

9 APR 34

137  
F 3069

HIS Majesty's Minister at Athens presents his compliments  
to His Majesty's Principal Secretary of State for Foreign Affairs  
and has the honour to transmit to him the under-mentioned documents.

British Embassy,  
Athens.

1st April

1947

Elynn

Reference to previous correspondence:  
F.O. Telegram No. 725 of 29th March 1947.

Description of Enclosure.

Name and Date.	Subject.
Note to Minister for Foreign Affairs No. 127 of 1st April 1947.	Illegal Jewish emigration. Asks for assistance to prevent this traffic.

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Reference:

FO 371/61804

138

No. 127  
(46/78/47)

BRITISH EMBASSY,  
ATHENS  
1st April 1947

Your Excellency,

I have the honour, under instructions from His Majesty's Principal Secretary of State for Foreign Affairs, to invite the attention of the Royal Hellenic Government once more to the very grave embarrassment which is being caused to His Majesty's Government and to the Government of Palestine by the present emigration from Europe of illegal Jewish immigrants into Palestine. As Your Excellency will be aware this is a subject on which this Embassy has had occasion repeatedly to address the Royal Hellenic Ministry for Foreign Affairs in recent months.

2. As the Royal Hellenic Government will doubtless be aware, this illegal Jewish immigration traffic is not a spontaneous exodus of refugees, but a carefully organised campaign aimed at forcing the hand of His Majesty's Government and increasing the proportion of the Jewish population in Palestine. His Majesty's Government are moreover unable to escape the conclusion that the Governments of the various countries from which these persons originate, or through which they pass, have not done all in their power to hinder the traffic. In thus failing to take action in the sense desired by His Majesty's Government the Governments concerned are no doubt being influenced to some extent by humanitarian considerations. The result is nevertheless that they are thus being led into active support of the Zionist cause, thereby most gravely embarrassing the attempts of His Majesty's Government to reach a fair solution of the Palestine problem.

3. The flow of these illegal immigrants originates at the present time mainly from countries in Western Europe, and discussions are proceeding between His Majesty's Government and the Governments concerned, with a view to limiting the operations of this traffic at its source. It is, however, equally important to maintain the strictest vigilance at the ports at which the vessels engaged in this traffic call, and particularly at those whence departures of illegal immigrants are known to have taken place.

4. In view of the foregoing, I have the honour earnestly to request the fullest co-operation of all departments of the Royal Hellenic Government with a view to limiting in every possible way such activities connected with this traffic as may be organised on Greek territory or by Greek nationals or involving the use of Greek shipping. I would venture in particular to repeat the requests which have been made to the Royal Ministry in the past that all breaches of the maritime laws by vessels flying the Greek flag should be dealt with promptly and severely, and that the sale of Greek vessels to persons suspected of being involved in this traffic, and similarly their transfer to foreign flags, where the foreign owners are likewise suspected, should be prevented by every means open to the Royal Hellenic authorities. In this connection I have been instructed to draw Your Excellency's attention to the cases, which have just come to the attention of the British authorities, of three ships reported to be under the Greek flag which are strongly suspected of being

His Excellency,  
Monsieur C. Tsaldaris,  
Deputy Prime Minister and  
Minister for Foreign Affairs,  
ATHENS.

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1					

Reference:

FO 371/61804

139

2.

being involved in the illegal immigration traffic.

5. These are, firstly, the "Agias Trias", which is reported to have met three caiques at Amorgos or Levitha in the Aegean. Secondly, the "Archangelos", stated to be ready to sail shortly from Marseilles. An Italian national, Stefano D'Andria, born in Smyrna on January 24th 1897, is stated to be negotiating a purchase from the owners, Spiridon Typaodos, the agents being Ginesta and Company of Marseilles. Thirdly, the "Vasilekis", based on Piraeus, the owners being Nicholas George Mavris and Samuel Minionis, who purchased the vessel in 1945 for the D'Andria group.

6. I have been specifically instructed to urge the Royal Hellenic authorities to cancel the registration of these vessels, should it be the case that their owners are abusing the Greek flag in order to further this illegal traffic. I should accordingly be grateful if Your Excellency would look into these three particular cases as a matter of urgency and furnish me with an early reply in order to enable me to report to my Government by telegraph. The Royal Hellenic authorities concerned will doubtless have information about the Italian national D'Andria referred to above, who is one of the principal organisers of shipping for these illegal purposes.

7. His Majesty's Government hope that it may be possible in the near future to suggest to the Royal Hellenic Government further ways and means by which effective action may be taken to hamper the activities of the persons concerned. Meanwhile, I feel sure that I may rely upon Your Excellency and the Royal Hellenic Government to furnish to the full the co-operation I have been instructed to enlist, on the general lines suggested above. I need hardly say that it would indeed be unfortunate if the spirit of close and friendly collaboration persisting between the two countries were to be marred by any misunderstanding on this matter.

I avail myself of this opportunity to renew to Your Excellency the assurance of my highest consideration.

(SIGNED) C. NORTON.

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Reference:

FO 371/61804

182.

1947

E

PALESTINE

140

E 3088

12 APR

Registry Number } E 3088/48/31.  
**FROM** Embassy.  
**No.** Royal.  
**Dated** 143  
**Received in Registry** } 37/45/44  
11 July 1947

Handwritten copy of letter from Mr. Charles G. Scott, Consul Spaga. 37/45/47 re. arrival of illegal immigrant ship from Italy. Give particulars of landing which left without idling being notified.

Last Paper.

3069

(Minutes.)

See action on E 3067/Gr.

Copy to Co. }  
MIS. } usual names  
as well as to Addy.

References.

2464

(Print.)

Southendpt 21:iv.

dB Apr. 14

(How disposed of.)

② Dugham F.O.  
Schenk MIS  
Dodd Admiralty  
✓ April 28

(Action completed.)

J. C. H. 28/4  
9948

(Index.)

Next Paper.

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1	2	3	4	5	6
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FO 371/61804

No. 143

37/45/47. )

141

HIS Majesty's Representative at Rome presents his compliments to the Secretary of State for Foreign Affairs, and has the honour to transmit herewith copy of the under-mentioned paper.

*British Embassy,*

*Rome*,      1st April      , 1947.

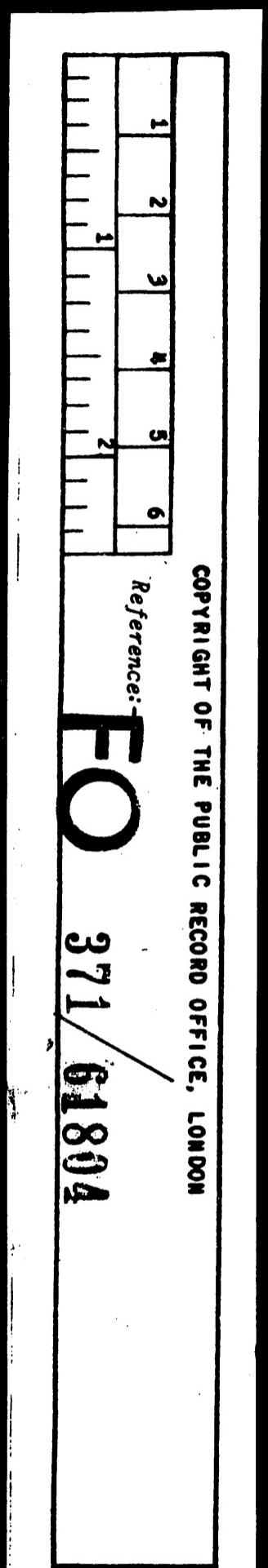
*Reference to previous despatch:*

From Foreign Office :  
To

*Description of Enclosure.*

Name and Date.	Subject.
<p>Copy of letter to Count Sforza, Ministry of Foreign Affairs dated 1st April (37/45/47) from British Ambassador Rome.</p>	<p>Illegal immigration of Jews int Palestine.</p>

(13191) Wt. 42998/3052 5.0000 1/40 A.& E.W.Ltd. Gp.685



142

37/45/47

British Embassy  
ROME

1st April, 1947

Under instructions from His Majesty's Principal Secretary of State for Foreign Affairs I have the honour to refer to my Note (78/216/46) of the 15th November to Signor Nenni, in which, acting upon instructions, I requested that if any further vessels loaded with Jews intending to immigrate illegally into Palestine should succeed in leaving Italy, I should immediately be given all possible information on the subject in order to facilitate the interception of the ships before they reached their destination.

2. In reply to that Note I received, on December 11th, an assurance (41097/406) that every possible step had been taken to prevent the clandestine departure of such ships, and indeed the competent Italian authorities have from time to time furnished information on this matter which has been of value to the British authorities. I have also read with appreciation the instruction given to the Italian Navy by the Minister of Defence, of which you were so good as to send me the text in your letter of March 21st.

3. I therefore regret all the more to have to draw your urgent attention to a recent and very serious case (details of which are given in the enclosed memorandum) involving two Italian ships, in one of which almost 900 illegal Jewish immigrants sailed from an Italian port and succeeded in reaching Palestine. In this case I must point out with great seriousness that

- (i) no report was ever received from the Italian authorities on the incident at Reggio Calabria where a proper interrogation of the masters should have taken place, and where enquiries should have been made to prove the masters' statements;
- (ii) removal of the ships' passenger-carrying gear, etc., did not apparently take place despite the orders of the Ministry of Mercantile Marine;
- (iii) the ships were not returned to their respective ports of registry, as was reported to have been done;
- (iv) the subsequent movements of these ships were not properly supervised, nor were they detained pending the results of a formal enquiry;
- (v) It is now a matter of great urgency that the Italian authorities should trace and report the present whereabouts of the vessels L.C.T. 265, L.G.G. 147 and L.C.T. 136.

4. In connection with this urgent request I am instructed to impress upon you, as I did upon your predecessor, in the strongest possible manner the extreme embarrassment which this illegal Jewish traffic is causing

M<sup>r</sup> Count Carlo Sforza  
Minister for Foreign Affairs  
R O M E

to/

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1	2	3	4	5	6
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Reference:-

FO 371 / 61804

143

- 2 -

to His Majesty's Government and to the Government of Palestine in their exercise of the Mandate. The situation which this traffic has already caused in Palestine must be plain to any reader of the daily press: but reliable reports now suggest that the organisers of this traffic mean to intensify their operations and to ship very large numbers of Jews to Palestine during the next two or three months, with the principal object of forestalling whatever recommendations the United Nations may eventually make in respect of Palestine.

5. This is a matter to which His Majesty's Government attach the utmost importance and I am instructed to warn you that, if further illegal Jewish immigrants reach Palestine after sailing from an Italian port, His Majesty's Government will have to insist that they be re-admitted to Italy.

I have the honour to be with the highest consideration

Monsieur le Ministre,

Your most obedient Servant,

sgd NOEL CHARLES

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#### References

EQ 371 61804

144

Italian Schooner "SUSANNA"

and vessel L.C.T. 265.

The Italian motor schooner "SUSANNA" succeeded in reaching the coast of Palestine on 12th March 1947 with nearly 900 illegal Jewish immigrants embarked in Italy, after having successfully eluded the British Naval coast patrol. The following is a record of information received from the Admiralty, and other naval sources which have investigated the recent movements of this ship.

2. The vessel first came under suspicion when tardy information was received that a schooner had been observed to effect a meeting with another vessel and take her in tow at approximately 1400 hours on 25th December 1946 off the port of Reggio Calabria. Their movements apparently aroused suspicion as both vessels are reported to have been brought into port and detained. Later information stated that the vessels were found to have been the motor-schooner "SUSANNA" on passage from Porto Venere (La Spezia) to Venice, and L.C.T. 265 which approached from the direction of Messina. It was later established that both ships were equipped with wireless, considerable stores and with fitted bunks for carrying passengers. Both Masters are said to have admitted that they were engaged in La Spezia for the purpose of carrying illegal Jewish emigrants from Italy to Palestine, and had been given their orders by a man with a name like Captain KENTA who claimed to be the new owner. The Harbourmaster in Reggio Calabria is then believed to have reported the matter to the Ministry of Marine who, through the Ministry of Mercantile Marine, ordered the suspension of both Masters by withdrawal of their navigation certificates, the removal of all passenger-carrying gear, wireless and stores, and the despatch of both vessels to their respective Ports of Registry to await a formal enquiry.

3. In view of the serious allegations contained in the foregoing information, independent enquiries were then made by the Royal Navy and the following details came to light:-

SUSANNA is a 420 ton wooden schooner with auxiliary engine; she is registered in Viareggio; (CO.GE.NA registered number 3445). The master is LUIGI CONTI, believed to be of Viareggio, or La Spezia. The vessel was recently sold by Fratelli D'AMICO of Rome to STAR (Societa' Transporti e di Armamento), of Galleria del Corso, 4 Milan represented by Giovanni PINTER who is known to have purchased other ships engaged in illegal emigration, and who might be the Captain KENTA referred to as the owner by the Master of the "SUSANNA".

L.C.T. 265 is an ex-Allied naval landing-craft, also recently acquired by STAR together with L.C.T.'s 136 and 147. Probably all 3 vessels were purchased from the firm of ENRICO CONTEVECCHI, with branches in Milan, Rome, Genoa, and Cagliari. L.C.T. 265 is believed to be registered in Messina, and the Master is SALVATORE PENNISI, of either Messina, or La Spezia. Vessel was last reported as having sailed from Reggio Calabria for La Spezia on 24th January 1947, and has not been traced since. The last reported movements of L.C.T.'s 147 and 136 are that they sailed respectively from Porto Venere for Venice on 21st January, 1947 and early in February.

4. In the absence of any intimation of the aforementioned circumstances by the Italian Ministries of Marine, or Mercantile Marine, efforts were made by British Naval Authorities to keep track of the movements of all 4 of these vessels. No further trace has been found of the 3 L.C.T.'s but it was known that "SUSANNA" arrived in Porto Venere from Reggio Calabria on 14th February 1947 and sailed therefrom, nominally for Venice, on 27th February 1947. Nothing further was heard of "SUSANNA" until she beached herself near Askelon on the Palestinian coast early on 12th March, 1947 with nearly 900 illegal Jewish immigrants on board from Italy.

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<p>1947 85</p> <p>E3123/48/1<sup>31</sup></p> <p>Mr Eyes Angora 288</p> <p>Dated 13 April Received 14 April.</p> <p>Last Paper. (E3069)</p> <p>References.</p> <p>(Print.)</p> <p>(How disposed of.)</p> <p>8) CO M15 Mr Carvery Room 18 Addy April 15</p> <p>(Action completed.)</p> <p>AF 17/4</p> <p>- Next Paper. E3124 (E3147)</p>	<p>Palestine EASTERN</p> <p>E3069 123   G   145 14 APR 1947</p> <p><u>Legal immigration</u></p> <p>Reps to F.O.C. (E2644/48/5) States that matter was taken up with H.F.A.</p> <p>(Minutes.)</p> <p>Copn Co. } Addy. } usual names M15</p> <p>Southern Dept. 10/4</p> <p>13 Apr 15</p> <p>(Index.)</p>
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1	2	3	4	5	6
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Reference:-

FO 371/61804

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Cypher/OTP

CABINET DISTRIBUTION E 3 122

FROM ANGORA TO FOREIGN OFFICE 4 APR 1947

Mr. Eyres  
No. 288

D. 8.36 p.m. 12th April, 1947.

12th April, 1947.

R. 9.00 p.m. 12th April, 1947.

SECRET

|||||

Your telegram No. 249. E

Turkish ship engaged in illegal immigration traffic.

Matter was immediately taken up with Ministry of  
Foreign Affairs and urgent action requested.

Ministry now state that Turkish law makes it difficult  
for the authorities to do as you wish but that they will try  
to find a solution.

I again stressed that the matter was urgent.

14 APR 1947

APR 1947

186

E

1947

PALESTINE

E 3140

147

Registry Number E3140/48/31

FROM Y.O.

No. Minute

Dated W. V. J. Evans.

Received in Registry 20, March 1947  
14 April ~

Illegal Immigration.  
 Research position under international  
 law of returning illegal immigrants  
 to their countries of origin.

Last Paper.

(Minutes.)

3124

B. Apr. 21

References.

Br. May 20

Please see reply from Home Office at E 4052

*DR*  
(CENSABLE)  
16/5

(Print.)

(How disposed of.)

- ✓ M. O. April 21
- ✓ (enc) (enc) April 21
- ✓ (enc) (enc) April 21
- ✓ M. O. (enc) April 21

(Action completed.)

(Index.)

*PC 27/1*

Next Paper.

3141

32003 F.O.P.

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1	2	3	4	5	6
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FO 371/61804

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E 3140

14 APR

① on the question whether the  
refoulement principle can be  
so extended,

The Library:

Minutes.

Easton Dep.

Please enter 148

It has been suggested that persons illegally entering Palestine should be returned to the country from whence they came irrespective of whether they are nationals of that country.

Under international law it is clear that every State is obliged to receive its own nationals expelled from other States. Moreover, it is also I think generally recognised that any illegal immigrants crossing a land frontier, whatever their nationality, may at the time be returned across the frontier to the State from which they came (what the French call "refoulement"). Similarly, I think it is clear that immigrants who illegally land from a ship can be put back on board; but I have been unable to find any authority that the "refoulement" principle can be extended beyond this and that a State is entitled to return persons who have illegally entered its territory by sea to the State whence they came, and that the latter State is obliged to accept them back.

I shall be grateful if you will have a search made\* and let me have a note on the views of such authorities as you can find on the matter.

I should also be grateful for a brief note on the extent of the French law of "refoulement" in this connexion, if it can be produced without very much difficulty.

*W.V.J. Evans*  
W.V.J. Evans.  
20th March, 1947.

MR. BEITH to see. - Ask Paris to inform us on the extent and application of the French law of refoulement?

May I see again after  
library: if necessary we will  
consult Paris 13 Mar 21

For convenience, I have marked points in Mr. Evans' minute ① to ⑥ inclusive. There appears to be no doubt about ① and ③ - or as to ② except that, while

State

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Reference: FO 371/61804

149

State A. may push into State B an illegal immigrant of third nationality who has crossed from State B, the latter can, unless there is some agreement to the contrary, continue the "refoulement" process and push him back into State A; he can thus become a human shuttlecock until A. or B. decide to try another frontier!

I doubt whether there is a French "law of refoulement", but I attach an old print of 1901 (Cass' R. 7660) on which I have marked passages on pages 9, 11, 12-13, 21, 27-28 (to which I would draw special attention), 36, 44-5 and 72. These papers (which bring out the differences between "renvoi" and deportation) give a fair idea of the European continental practice in these matters.

As regards (4), the U.S. practice provides a useful precedent. In the same old print I have marked passages on pages 101, 103 and 107, showing that the U.S. Govt. took powers to deport illegal immigrant Chinese to "the countries from whence they came", and on page 108 showing that such Chinese could be sent to China unless they

could

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1	2	3	4	5	6
1				2	

Reference:

FO 371/61804

Minutes.

150

would prove they were subjects or citizens  
of another country (and that that country would  
not demand an immigration tax. In this  
connection I would call attention to  
Moore - Vol. IV and especially p. 238  
regarding the Canadian border). I  
also attach the latest (1937) collection  
of U.S. Immigration Laws, Rules and  
Regulations (8 v. 8743); Sections 18 and  
20 of the 1917 Act (pages 18 and 21-22) show  
to what destinations illegal immigrants may  
be sent, and Immigration Rule 19, Sub-  
Divisions I and J (pp. 174-175) are of  
interest in connection with U.S. land  
frontiers.

As regards ⑤, I have found no authority  
for saying that the State from whence the  
immigrants come are bound to accept them  
back if natives of another State. No  
doubt the U.S. Govt. have had difficulties  
over this and our Embassy at Wash'burg  
could presumably, if desired, find out  
how

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1	2	3	4	5	6
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Reference:-

FO 371/61804

151

Minutes.

how the U.S. Govt. have managed  
to get away with this (? possibly  
by just refusing to accept the  
immigrants and leaving others to  
decide their fate).

[As I was writing the above, I  
saw in telegram distribution —  
F.O. tel. to Rome No. 651 of March 25 —  
that we have decided to warn the  
Italian Govt. that we will have to  
visit on them taking back any  
future illegal immigrants arriving  
from Italy].

Please return to me  
a/c when entered or  
when added to our  
existing outlet paper, P.D.



HUGH G. GREY

26/3

Nothing to be Written in this Margin.

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1	2	3	4	5	6
1				2	

Reference:

FO 371/61804

Minutes.

152

Confidential printed paper No. 7660 of 1901 contains a number of reports from H.M. representatives abroad respecting the laws of foreign countries relating to the expulsion of aliens. The reports treat the matter almost entirely from the point of view of the internal practice of states concerning the expulsion of unwanted persons from their territories and barely touch upon the obligations of states to receive persons expelled from other countries. However, it is I think possible from the information provided to draw some useful conclusions regarding the practice of states in the latter respect.

2. In the Belgian report it is pointed out that, though the expulsé is allowed to choose which frontier he will cross, his choice is in practice limited by the fact that certain states will only admit certain classes of persons, e.g. Germany will only admit Germans and foreigners who must performe traverse Germany to reach their native countries (pages 12-13). The same limitation in the choice of frontier is recognised by the French (pages 26-27), but in the French report there is also mention of refoulement (pages 24-27). In a circular of 17 December, 1885, the Minister of the Interior instructed Prefects - "Vous ne devez pas perdre de vue que la plupart des Puissances refoulent impitoyablement tous les expulsés autre que leurs nationaux, et qu'il y a nécessité absolue de ne diriger que tout à fait exceptionnellement les étrangers soumis à l'expulsion sur des pays autres que leurs pays d'origine." The Minister of Justice in a circular of 2 October 1895 prescribed precautions to be taken "afin d'éviter le refoulement dont le pays d'exportation serait tenté d'user envers l'expulsé." The conclusion to be drawn from these reports is that it was recognised not only that unwanted immigrants could be pushed back across a land frontier, but also that they could be pushed back even into a state which was itself attempting to expel them. Refoulement clearly means exclusion or immediate deportation as distinct from deportation or expulsion of persons who have been actually resident in the expelling state. But it is unfortunately not clear whether it is regarded simply as a right of a sovereign state to exclude unwanted aliens - a right which may conflict with a similar right of a neighbouring state and result as Mr. Grey says in a game of "human shuttlecock", in which neither player is obliged to give way - or whether it is regarded as a right to require another state to receive an unwanted person with a corresponding obligation of reception on the part of the state from which the unwanted immigrant came.

3. That there is such an obligation and corresponding right is suggested by the terms of the U.S.A. Immigration Laws which appear to draw this very distinction between "refoulement" and "expulsion" or as they have it "immediate deportation" and "deportation". Section 18 of

/the

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Reference:

EO 371/61894

the Act of February 5, 1917 (39 Stat. 874), regulating immigration of aliens to and residence of aliens in the United States, provides "That all Aliens brought to this country in violation of law shall be immediately sent back to the country whence they respectively came on the vessels bringing them unless in the opinion of the Secretary of State immediate deportation is not practicable or proper". Section 20 of the same Act on the other hand provides - "The deportation of aliens provided for in this act shall, at the option of the Secretary of Labor, be to the country whence they came or to the foreign port at which such aliens embarked for the United States; or, if such embarkation was for foreign contiguous territory, to the foreign port at which they embarked for such territory; or if such aliens entered foreign contiguous territory from the United States and later entered the United States, or if such aliens are held by the country from which they entered the United States not to be subjects or citizens of such country, and such country refuses to permit their re-entry, or imposes any condition upon permitting re-entry, then to the country of which such aliens are subjects or citizens, or to the country in which they resided prior to entering the country from which they entered the United States." However, it is perhaps not entirely clear that Sections 18 and 20 are to be read disjunctively, and whatever Section 18 says, all that it may mean in practice is that the person may be put back on board the ship which brought him to the United States or on board a ship owned or operated by the same interests and that it is the responsibility of the master of the ship to get rid of him. That the emphasis is on the right of the United States to exclude the illegal immigrant and not on the obligation of the state from whence he came to receive him back, seems clear from the fact that there is no authority to return him to that state by any available ship. However, the suggestion that there may be such an obligation is, I think, undeniably there, and if there is such an obligation then I see no logical reason why the refoulé should not be returned to the state from whence he came by any convenient means.

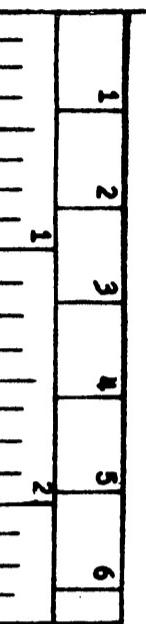
5. As to English law on the matter, the Aliens Order 1920, Article 3(5)(a) provides that an alien who is deported shall be sent to the country of which he is a national or from which he came, but I have found no guidance as to how his actual destination is determined within the limits allowed by the Order.

6. I have looked at the other authorities mentioned by Mr. Grey, but in none of them is the obligation of states to receive expelled persons examined.

7. It seems to me that the indeterminate game of 'human shuttlecock' is not a solution which can be acceptable to international law, and /the

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Reference:

FO 371/61804

154

the logical and moral solution is clearly that the state from whence the illegal immigrant came shall have the obligation to receive him back and the responsibility of disposing of him. For these reasons, therefore, and since the authorities are inconclusive, I am now of the opinion that we would be justified in taking a strong line as regards illegal immigrants into Palestine, and claiming both that we have a right to return them to the countries whence they have come, and that those countries are obliged to accept them back irrespective of their nationality.

8. It would, I think, be advisable, however, first to obtain the views of the Home Office as to the practice in England, and also information from Washington (with reference to Section 18 of the 1917 Act), and Paris (with reference to refoulement) as to the practice and views of the U.S. and French authorities regarding the return of the U.S. and France respectively of illegal immigrants to the states from whence they came and the extent to which the wishes of those states are taken into consideration, and also disregarding their attitude towards receiving back refoulees from other states.

(Signed) W.V.J. Evans.

31st March, 1947.

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## References

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J.C. Please P-B  
Minutes.

21  
155

Confidential printed paper No. 7660 of 1901 contains a number of reports from H.M. representatives abroad respecting the laws of foreign countries relating to the expulsion of aliens. The reports treat the matter almost entirely from the point of view of the internal practice of states concerning the expulsion of unwanted persons from their territories and barely touch upon the obligations of states to receive persons expelled from other countries. However, it is I think possible from the information provided to draw some useful conclusions regarding the practice of states in the latter respect.

2. In the Belgian report it is pointed out that, though the expulsé is allowed to choose which frontier he will cross, his choice is in practice limited by the fact that certain states will only admit certain classes of persons, e.g. Germany will only admit Germans and foreigners who must performe traverse Germany to reach their native countries (pages 12-13). The same limitation in the choice of frontier is recognised by the French (pages 26-27), but in the French report there is also mention of refoulement (pages 24-27). In a circular of 17 December, 1885, the Minister of the Interior instructed Prefects - "Vous ne devez pas perdre de vue que la plupart des Puissances refoulent impitoyablement tous les expulsés autre que leurs nationaux, et qu'il y a nécessité absolue de ne diriger que tout à fait exceptionnellement les étrangers soumis à l'expulsion sur des pays autres que leurs pays d'origine." The Minister of Justice in a circular of 2 October 1895 prescribed precautions to be taken "afin d'éviter le refoulement dont le pays d'exportation serait tenté d'user envers l'expulsé." The conclusion to be drawn from these reports is that it was recognised not only that unwanted immigrants could be pushed back across a land frontier, but also that they could be pushed back even into a state which was itself attempting to expel them. Refoulement clearly means exclusion or immediate deportation as distinct from deportation or expulsion of persons who have been actually resident in the expelling state. But it is unfortunately not clear whether it is regarded simply as a right of a sovereign state to exclude unwanted aliens - a right which may conflict with a similar right of a neighbouring state and result as Mr. Grey says in a game of "human shuttlecock", in which neither player is obliged to give way - or whether it is regarded as a right to require another state to receive an unwanted person with a corresponding ~~obligation~~ of reception on the part of the state from which the unwanted immigrant came.

3. That there is such an ~~obligation~~ and corresponding right suggested by the terms of the U.S.A. Immigration Laws which appear to draw this very distinction between "refoulement" and "expulsion" or as they have it "immediate deportation" and "deportation". Section 18 of the Act of February 5, 1917 (39 Stat. 874), regulating immigration

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Reference:

FO 371/61894

aliens to and residence of aliens in the United States, provides "That all aliens brought to this country in violation of law shall be immediately sent back to the country whence they respectively came on the vessels bringing them, unless in the opinion of the Secretary of State immediate deportation is not practicable or proper." Section 20 of the same Act on the other hand provides - "The deportation of aliens provided for in this act shall, at the option of the Secretary of Labor, be to the country whence they came or to the foreign port at which such aliens embarked for the United States; or, if such embarkation was for foreign contiguous territory, to the foreign port at which they embarked for such territory; or if such aliens entered foreign contiguous territory from the United States and later entered the United States, or if such aliens are held by the country from which they entered the United States not to be subjects or citizens of such country, and such country refuses to permit their reentry, or imposes any condition upon permitting reentry, then to the country of which such aliens are subjects or citizens, or to the country in which they resided prior to entering the country from which they entered the United States." However, it is perhaps not entirely clear that Sections 18 and 20 are to be read disjunctively, and whatever Section 18 says, all that it may mean in practice is that the person may be put back on board the ship which brought him to the United States or on board a ship owned or operated by the same interests and that it is the responsibility of the master of the ship to get rid of him. That the emphasis is on the right of the United States to exclude the illegal immigrant and not on the ~~duty~~ of the state from whence he came to receive him back, seems clear from the fact that there is no authority to return him to that state by any available ship. However, the suggestion that there may be such ~~duty~~ is, I think, undeniably there, and if there is such an obligation, then I see no logical reason why the refugee should not be returned to the state from whence he came by any convenient means.

5. As to English law on the matter, the Aliens Order 1920, Article 3(5)(a) provides that an alien who is deported shall be sent to the country of which he is a national or from which he came, but I have found no guidance as to how his actual destination is determined within the limits allowed by the Order.

6. I have looked at the other authorities mentioned by Mr. Grey, but in none of them is the obligation of states to receive expelled persons examined.

7. It seems to me that the indeterminate game of 'human shuttlecock' is not a solution which can be acceptable to international law, and the logical and moral solution is

clearly

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Minutes.

157

clearly that the state from whence the illegal immigrant came shall have the obligation to receive him back and the responsibility of disposing of him. For these reasons, therefore, and since the authorities are inconclusive, I am now of the opinion that we would be justified in taking a strong line as regards illegal immigrants into Palestine, and claiming both that we have a right to return them to the countries whence they have come, and that those countries are obliged to accept them back irrespective of their nationality.

8. It would, I think, be advisable, however, first to obtain the views of the Home Office as to the practice in England, and also information from Washington (with reference to Section 18 of the 1917 Act), and Paris (with reference to refoulement) as to the practice and views of the U.S. and French authorities regarding the return from the U.S. and France respectively of illegal immigrants to the states from whence they came and the extent to which the wishes of those states are taken into consideration, and also regarding their attitude towards receiving back refoulés from other states.

*W.V.J. Evans*

W.V.J. Evans.  
31st March, 1947.

*Mr. Beckett to see first.*

*WB/T*

Drafts *JD. Apr. 14*

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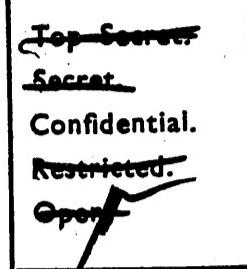
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138

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21 April, 1947.

IMMEDIATE

Sir.

I am directed etc. to transmit to you herewith a copy of a minute prepared in this Department on the subject of the action that can legally be taken to return persons illegally entering Palestine to the country whence they came, irrespective of whether ~~(when they are) nationals of the country~~ they are nationals of that country. ~~where they embarked for Palestine there is no doubt can be claimed that the country of embarkation is to be claimed that that country is under has an obligation to receive back illegal immigrants who are their own nationals.~~

2. Mr. Chuter Ede will be aware that illegal immigration is causing the most serious embarrassment to the Government of Palestine and that consequently all methods of preventing it are being explored. Strong representations have been made to the various European Governments from whose countries illegal immigrants have in the past sailed for Palestine and in particular it is proposed to press the French and Italian Governments to accept back illegal immigrants who have departed from their respective countries. It is important to ascertain the exact legal position before pressing this matter further and Mr. Bevin would accordingly value an expression of view by the Home Secretary as to the English practice in a similar case, i.e.

(1) ~~to which extent~~ ~~born~~ illegal immigrants to the United Kingdom are returned to the States/

NOTHING TO BE WRITTEN IN THIS MARGIN.

COPY of minute  
by Mr Evans dated  
Mar 31st only

Copy Co.

Mr. Evans first  
*W.M.C. 14/11*

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Reference: FO 371/61804

159

States whence they came and to what ~~longer~~  
extent the wishes of these States are  
taken into consideration; and

- (2) what is the attitude of the United  
Kingdom authorities towards receiving  
back "refoulés" from other States.

N.B. A copy of this letter is being  
sent to the ~~Ministers~~ CO.  
~~Ministers~~:

M. Apr. 14

I am, etc.

(Sgd.) P. Ramam.

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Reference: FO 371/61894

OUT FILE

160

E. 3140/48/31

J.C.

S.W.1.

CONFIDENTIAL

IMMEDIATE

28th April, 1947.

Sir,

I am directed by Mr. Attlee to transmit to you herewith a copy of a minute prepared in this Department on the subject of the action that can legally be taken to return persons illegally entering Palestine to the country whence they came, irrespective of whether they are nationals of that country. When illegal immigrants are nationals of the country where they embarked for Palestine there is no doubt that that country is obliged to receive them back.

2. Mr. Chuter Ede will be aware that illegal immigration is causing the most serious embarrassment to the Government of Palestine and that consequently all methods of preventing it are being explored. Strong representations have been made to the various European Governments from whose countries illegal immigrants have in the past sailed for Palestine and in particular it is proposed to press the French and Italian Governments to accept back illegal immigrants who have departed from their respective countries. It is important to ascertain the exact legal position before pressing this matter further and Mr. Attlee would accordingly value an expression of view by the Home Secretary as to the English practice in a similar case, i.e.

- (1) to what extent illegal immigrants to the United Kingdom are returned to the States whence they came and how far the wishes of these States are taken into consideration; and
- (2) what is the attitude of the United Kingdom authorities towards receiving back "refoulés" from other States.

3. A copy of this letter is being sent to the Colonial Office.

I am,  
Sir,  
Your obedient Servant,

(Sgd) P. Gavan.

The Under-Secretary of State,  
Home Office.

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Reference:

FO 371 / 61804

Registry  
No.

Top Secret.  
Secret.  
Confidential.  
Restricted.  
Open.

Draft. J.G.S.B.

The Chancery,  
Washington.

NOTHING TO BE WRITTEN IN THIS MARGIN.

3149 Wt. 26469/137 100m 9/46 (51) F&S.

Copy of letter to  
Home Office

W.M.C.  
14/4

Copy of  
(My U.S. Law)

OUT FILE

161

21 April, 1947.

Dear Chancery,

We enclose a copy of a letter addressed to the Home Office enquiring about the practice in this country with regard to the "refoulement" of illegal immigrants, with particular reference to illegal immigration into Palestine.

You will notice in the enclosure to our letter to the Home Office a reference to the United States immigration laws and in particular Sections 18<sup>and 20</sup> of the Act of February 5th, 1917 (39 Stat. 874).

We should be glad of information as to the practice of the United States authorities:

(1) regarding the return by the United States of illegal immigrants to the States whence they came and the extent to which the wishes of those States are taken into consideration; and

(2) regarding their <sup>U.S.</sup> attitude towards receiving back "refoulés" from other States.

13 A.M. 14 Yours ever E. Dept.

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Reference: FO 371 61804

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OUT FILE

FOREIGN OFFICE,

162

S.W.1.

26<sup>th</sup> April, 1947.

(E.3140/48/31)  
Confidential

Dear Chancery,

We enclose a copy of a letter addressed to the Home Office enquiring about the practice in this country with regard to the "refoulement" of illegal immigrants, with particular reference to illegal immigration into Palestine.

You will notice in the enclosure to our letter to the Home Office a reference to the United States immigration laws and in particular Sections 18 and 20 of the Act of 5th February, 1917 (39 Stat. 874). We should be glad of information as to the practice of the United States authorities:

- (1) regarding the return by the United States of illegal immigrants to the States whence they came and the extent to which the wishes of those States are taken into consideration; and
- (2) regarding the United States attitude towards receiving back "refoulés from other States."

Yours ever,

EASTERN DEPARTMENT.

The Chancery,  
British Embassy,  
Washington.

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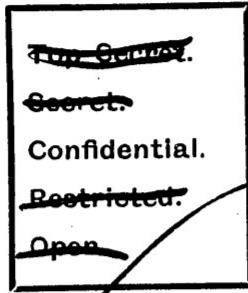
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Reference:

FO 371/61804

NOTHING TO BE WRITTEN IN THIS MARGIN.

Registry  
No.



Draft. J.G.S.B.  
The Chancery,  
Paris.

*Copy of letter to  
Home Office*

*Mr Evans 1st*

*3 drafts*

*B.W. Bent*

*Apr. 14*

*Copy Co. (or original)*

*The "French report" referred  
to in the enclosur to our letter  
to the Home Office was in the  
report transmitted by the  
Minister of Foreign Affairs  
of France to the  
Minister of Foreign Affairs  
of France on Oct 15, 1901.  
(Copy enclosed)*

3149 Wt. 26469/137 100m 9/46 (51) F&S.

OUT FILE

*E. Divn. 163  
Want to see it.  
April 14, 1947. Type*

Dear Chancery,

We enclose a copy of a letter addressed to the Home Office enquiring about the practice in this country with regard to the "refoulement" of illegal immigrants, with particular reference to illegal immigration into Palestine.

We should be glad of a report on the practice and views of the French authorities with regard to the general principle of "refoulement" and in particular:

(1) regarding the return by France of illegal immigrants to the states whence they came and the extent to which the wishes of those states are taken into consideration; and

(2) regarding the ~~the~~ attitude towards receiving back "refoulés" from other States.

*Yours ever  
E. Dept.  
J.B. Apr. 14*

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Reference:

**FO 371/61804**

## **OUT FILE**

164

**FOREIGN OFFICE,**

S.W.1.

(E-3140/48/31)

Confidential

28th April, 1947.

Dear Chancery,

We enclose a copy of a letter addressed to the Home Office enquiring about the practice in this country with regard to the "refoulement" of illegal immigrants, with particular reference to illegal immigration into Palestine.

We should be glad of a report on the practice and views of the French authorities with regard to the general principle of "refoulement" and in particular:

- (1) regarding the return by France of illegal immigrants to the States whence they came and the extent to which the wishes of those states are taken into consideration; and
  - (2) regarding the French attitude towards receiving back "refoulés" from other States.

The "French report" referred to in the enclosure to our letter to the Home Office is the report transmitted to the Marquess of Lansdowne by Sir E. Monson with his despatch No. 110, Africa, of 15th October, 1901. (copy enclosed).

Yours ever,

The Chancery,  
British Embassy,  
Paris.

## EASTERN DEPARTMENT.

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1947	Palestine EASTERN	E 3124 /G 165 14 APR 1947
E 3124 148/9	<p><u>Illegal immigration : S.S. Guardian</u></p> <p>The copy letter from Mr. Cunningham to Mr. Czech Jones regarding imminent arrival in Palestine of the Guardian &amp; commenting on policy for seizure and direction of illegal immigrant ships.</p>	
Last Paper.  E 3123	<p>(Minutes.)</p> <p>The Guardian has just arrived with 2,700 Jews at Haifa.</p> <p>Mr Evans <sup>W.M.E.</sup> 17/4</p> <p>Mr Beeley 17/3. 15/4</p> <p>B. Apr. 15</p>	
(Print.)		
<p>(How disposed of.)</p>		
(Action completed.)  SF M/4	(Index.)  M.H.	
<p>Next Paper.  E 3147</p>		

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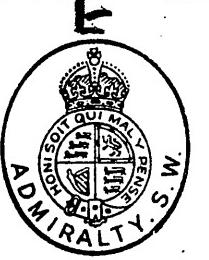
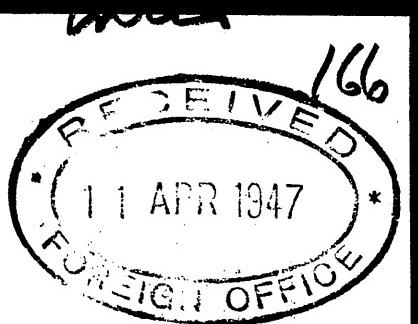
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FO

371/6180A



12 APR 1947

E3124

14 APR 1947

With the compliments of the  
First Sea Lord.

Mr Smith.

JMR  
11/4.

Minister of State

TOP SECRET

(67)

10th April 1947.

My dear Secretary of State,

With reference to your letter of the 10th April, I have seen and carefully considered Jeffries' letter to Lang of the 5th April, and realise to the full the difficult situation arising from the imminent arrival in Palestine of the GUARDIAN. I am sending a telegram to Commander-in-Chief, Mediterranean, reiterating previous Admiralty instructions that he may, at his discretion, attempt peacefully to divert ships with illegal immigrants bound for Haifa to Famagusta. I am, however, not at all hopeful that such action will produce any result.

2. With regard to seizure and forcible diversion of these ships outside territorial waters, I feel that I am bound by the Cabinet decision of the 10th December, and must therefore refer the matter to the First Lord, which I am doing by telegram forthwith. I must, however, say that in my opinion it will be necessary to obtain the Lord Chancellor's opinion before submission to the Cabinet that the decision of 10th December should be varied. There are, as you know, serious Naval objections to tampering with the existing doctrine of freedom on the high seas.

3. I am sending a copy of this letter to the Minister of Defence and Minister of State.

Yours sincerely,

(sgd) J. H. D. CUNNINGHAM

The Rt. Hon. A. Creech Jones, M.P.,  
Secretary of State for the  
Colonies.

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Reference:-

FO 371/61804

124

E

168

1947

PALESTINE

E 3141

15 APR

Registry Number E 3141/48/31  
**FROM** T. H. S. Lyttelton  
 No. The Arab  
 Dated 12 April 1947  
 Received in Regis Date 15 -

Illegal Immigration  
 Discusses representations that have been made to European ports requesting co-operation in preventing illegal immigration. States that and exerted more is to trace organization responsible for planning same. Leader's claim is the central problem which H.M.G. must take steps to deal with.

Last Paper.

(Minutes.)

3140

Please acknowledge.

Seen by Mr Beecroft

15 Apr. 15

(Print.)

(How disposed of.)

Ack.

April 17

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Reference:-

FO 371/61804

(Action completed.)

(Index)

GCHQ/4

HMSO

Next Paper.

E 3147

**THE ARAB DEFENCE CENTRE**  
**25 SAINT LEONARD'S TERRACE**  
**LONDON · SW3**

E 3141

12 April 1947

Dear Sir,

The Diplomatic Correspondent of "The Times" on April 11 1947 reports that representations have been made to various European Governments asking them, in general terms, to cooperate in preventing the traffic of illegal Jewish emigrants heading for Palestine.

The checking of the ships carrying such emigrants and of the ports from which the ships depart or may depart is only one step towards ending the illegal and clandestine emigration.

The next and essential move must be to trace the organisation or organisations responsible for planning and coordinating the passage of Jews by ship to Palestine from various European countries. That is the central problem which the British Government must take steps to deal with. For there is no doubt that this illegal immigration is a source of sustenance to Jewish terrorism in Palestine.

The argument that Europe is not a fit place for the Jews is an outdated argument. It might have been true when the Nazi Party was in power. There is no doubt that the place of the Jews in the reconstruction of Europe is much needed at the present time. It is better for them to take part in that rather than become terrorists in Palestine.

The Zionist threat that the stoppage of immigration will lead to an increase of terrorism in Palestine must be balanced against the fact that not only the Arabs of Palestine but also the Arabs from the other Arab countries would be hostile to further Jewish immigration.

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Reference:-

**FO** 371-61804

170

THE ARAB DEFENCE CENTRE

25 SAINT LEONARD'S TERRACE  
LONDON · SW3

The problem of Jewish displaced persons in Europe cannot be solved in terms of Palestine alone; nor can a Zionist State be created at the expense of the Arabs, its inhabitants.

Yours Faithfully

T.H.S.Tufton.

T.H.S.Tufton &

M.H.Wahba

M.H.Wahba

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Reference:

EO 371 / 61804

		Palestine	EASTERN	F 3147 /G 171 15 APR 1947
1947 84				
E 3147 /48/G		Illegal immigration		
<p>Ex Morales Panamanian Consul General dated 11 April Received 15 April</p>		<p>Reps to F.O. letter (E 2644/48/G) Gives information regarding Kala Hara, Onania, Teri &amp; Thessalia.</p>		
Last Paper. <u>E 3124 (E 3123)</u>		(Minutes.) Copy also to Adm. (Mr Dodd) as indicated within.		
References. <u>X</u>		<p>I have asked M/S to let us have a reply to the question in the penultimate para - for Ex Morales</p> <p><u>Dr. Marshall</u> 7th May 23</p>		
(Print.)		HB. Apr. 22		
(How disposed of.)		<p>② M/S CO 19 April</p> <p>③ Addy 23 April</p>		
(Action completed.) <u>DRF</u>		(Index.) <u>W.H.</u>		
Next Paper. See E 4494/34/31				
E 3190 (E 3219)				

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Reference: FO 371 / 61804

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LEGACION DE PANAMÁ

No. C-L531  
EAM

15 APR 1947

E  
Copy M15 Co.  
Arby (usual name) 22a  
London, 11th April, 1947 b

Apr 12 172

Dear Mr. Beith,

15 APR 1947

I have the pleasure to refer to your confidential letter No.E 2644/48/G dated the 31st March, 1947.

I am very grateful for the splendid co-operation which you have been giving me and I am certain that our mutual efforts will put a check to the activities of unscrupulous shipowners.

I regret very much, however, that we should have failed in respect of the "SAN FILIPO". As you are aware I instructed our Consul at Marseilles to withdraw the Provisional Flag Certificate in order to prevent its sailing, as was done in the case of both the SAN BASILIO and the SAN EUSEBIO, but unfortunately, receiving no support whatsoever from the French Port Authorities, he failed and the vessel left.

KALA MARA.- I know nothing about this vessel but I am writing to the Panamanian Authorities and I hope to revert to the matter in two or three weeks.

OURANIA.-The General Agents are Messrs. Chandris(England)Ltd. of 7,St.Helen's Place, Bishopsgate, E.C.3. They are first class people and from what they say, there appears to be no indication that this vessel will be used in the illegal traffic. It is at present undergoing extensive repairs, and the Owners who, incidentally is Captain Vassilios Armenakis and not Jacob Hausdorf as erroneously stated in your letter, is heavily indebted to the above mentioned firm.

TETI.- I have duly warned Messrs. P.Wigham Richardson & Co. Ltd. They also have a very good name in the City and they have promised to look into the matter. I hope to be able to give you some news in the near future.

THESSALIA.-This is the second vessel belonging to Captain Nicolas M.Maris which you have reported to me. I can only repeat here what I said to you them. Any vessel belonging either to Capt. Maris or the "Compañia Marítima Mensabé Ltda." which he controls, is most unlikely to be used for illegal trade. Captain Maris has and is spending a great deal of money reconverting all these vessels which he has purchased from the Admiralty. Others are named

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Reference: FO 371/61804

173

as follows: EFTHALIA; ANDRIA; MACEDONIA; AMARINTHIA; GORTINI and LADY BLANCHE.

My Government have requested me to watch very closely the movements of three more vessels which were registered at the Panamanian Consulate General in New York. They are the s.s. BALBOA, CADIO and COLON. I would be very grateful if you would look into this matter and inform me what these vessels are doing at the moment. We may yet be in time to prevent any illegal action.

I shall be away on holiday from the 15th instant until the 28th April and during my absence it would not be advisable to have any correspondence on these confidential matters.

  
Eusebio A. Morales  
Counsellor of Legation in charge  
of Consular Affairs

J.G.S. Beith, Esq.  
Foreign Office, S.W.1

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**FO 371/61804**

143

E

174

1947

PALESTINE

E 3199

14 APR

Registry  
Number

E 3199/48/31

FROM

U.N.R.C.L.

No.

Moscow

Dated

to U.N.R.C.L.

Received  
in Registry

14 April 1947

17

Illegal Immigration.Transmits copy of correspondence between  
M. Bedault and Mr. Sevin1. Illegal Immigration of Jews into  
Palestine.

Last Paper.

3193

(Minutes.)

But the Consular Ministers are still talking!  
western Dept.

Mr. S. Sevin

Appr. 17

J.W. 23.6.

R.G.  
✓ 20/4

(Print.)

(How disposed of.)

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Reference: FO 371/61804

(Action  
completed.)

G.E.M. 28/4

(Index.)

A.P. 28/4

Next Paper.

3219

32003 F.O.P



enter  
175

With the compliments of the  
United Kingdom Delegation,  
Council of Foreign Ministers,  
Moscow.

E 3199  
17 APR

J. G. S. Beith, Esq.,  
Eastern Department.

H. A. H.

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FO 371/61804

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United Kingdom Delegation to the  
Council of Foreign Ministers,  
MOSSOW.

176

11th April, 1947.

Dear Monsieur Bidault,

Thank you for your letter No. 25 of  
8th April, about illegal immigration into  
Palestine.

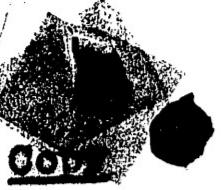
I am most grateful for the very prompt  
action which you took in response to my request.

(Sd.) ERNEST BEVIN

His Excellency  
Monsieur Georges Bidault.

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Reference: FO 371/61804



Affaires Etrangères

177  
(EN)

Le Ministre

MOSCOU, le 8 avril 1947.

Mon cher Ministre et Ami,

Vous avez bien voulu attirer mon attention sur la question de l'immigration illégale d'Israelites vers la Palestine.

En accusant réception de cette communication, j' ai l'honneur de vous faire savoir que je viens de mettre mon Gouvernement au courant de cette intervention et du prix que vous attachiez au règlement de cette question.

Veuillez croire, mon cher Ministre et Ami, à l'assurance de mes plus cordiaux sentiments.

(Sgd.) BIDAULT.

Son Excellence  
Monsieur Ernest BEVIN

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